

# Mid-Term Review PACE-PD Project Bhakkar

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Submitted by

**Rana Sarwar**

[Sarwarrana@hotmail.com](mailto:Sarwarrana@hotmail.com)

To

**SABAWON**

**Peshawar**

**Poverty Alleviation through Community  
Empowerment Participatory Development (PACE-PD)**



Integrated Regional  
Support Program



This project is funded by  
the European Union



### List of Acronym

BLS	Baseline Survey
CMST	Community Management Skill Training
CNIC	Computerized National Identity Card
CO	Community Organization
CPI	Community Physical Infrastructure
DCO	District Coordination Officer
DRR	Disaster Risk Reduction
EU	European Union
HIV&AIDS	Human Immunodeficiency Virus Infection and Acquired Immune Deficiency Syndrome
IRSP	Integrated Regional Support Program
LMST	Leadership & Management Skill Training
LSO	Local Support Organization
MDGs	Millennium Development Goals
MTR	Mid Term Review
NADRA	National Database and Registration Authority
NGO	Non-Government Organization
NRM	Natural Resource Management
O&M	Operation and Maintenance
PACE-PD	Poverty Alleviation through Community Empowerment and Participatory Development
PHED	Public Health Engineering Department
PRA	Participatory Rural Appraisal
PSC	Poverty Score Card
RSPs	Rural Support Programs
SABAWON	Social Action Bureau for Assistance in Welfare & Organizational Networking
TMA	Tehsil Municipal Administration
TNA	Training Need Assessment
UC	Union Council
VO	Village Organization

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## EXECUTIVE SUMMARY

### Purpose of study

The purpose of this mid-term review (MTR<sup>1</sup>) is to provide an independent assessment of the PACE-PD Project Bhakkar. The MTR assesses progress towards project results and intermediate results under each component in the *Project Logical framework* (PLF).

### Scope and methodology

The MTR looks at whether project inputs were delivered efficiently, on schedule and within the allocated budgets, and whether project mid-term results were achieved and can be sustained. The methodology included review of project documents, interactions with management and staff of PACE-PD and Community organizations, data collection, and analysis. For analysis of results, the MTR has used *Results Framework* provided in PLF, and elaborates on the performance indicators and other variables, including project management and enabling factors.

### Key Audiences

The client for this assignment is SABAWON/IRSP<sup>2</sup>. The principal audiences are its management and staff responsible for project implementation, quality control and achievement of results. The IRSP may have its own audiences: sponsors and donors, e.g., GOP and Community organizations<sup>3</sup>. POs and community institutions.

### Context and Background

Poverty in Pakistan is increasing in scale and gravity. Three times in recent years, Pakistan has been hit by major natural disasters. An estimated 20 million more people are believed to have fallen into poverty after the devastating floods of 2010-11, that also affected district Bhakkar and specially the selected UC for the project interventions. Stagflation, energy shortages, political instability and poor governance have taken a high toll on all segments of rural communities in Bhakkar and compounded the problem of poverty.

IRSP's vision is to bring socio-economic development in the rural and urban communities through integrated and participatory approaches, and it translate into the mission by empowering the local communities for pursuing and attaining their own development goals. Over the years the IRSP has evolved itself as apex organization, it represents one of the middle ranked civil society networks of development support. It manages an impressive portfolio of relevant development products, including WASH and community mobilization.

### Scope of PACE-PD Project

The overall objective of the project is “to promote an inclusive and empowered society in Pakistan for poverty alleviation and for benefiting populations out of reach of mainstream services and resources and excluded from policy making processes. The specific objectives are to “restore and strengthen resilience of communities through social

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<sup>1</sup> This MTR is conducted by Rana Sarwar, Social Development Consultant [sarwarrana@hotmail.com](mailto:sarwarrana@hotmail.com), and is responsible for all the views, comments and statements presented in this report.

<sup>2</sup> Sabawon/IRSP are jointly responsible for implementation of this project. Since IRSP is lead partner, hence the visibility of the project rest with IRSP. We therefore will use IRSP as implementing agency in the entire document.

<sup>3</sup> The community organizations here means the entire set of 3-tier system created in the project areas.

mobilization and community empowerment enabling them to participate them in development process.”

The project mandates use of latest tools, such as the *Poverty Score Card* (PSC) for better targeting, and a develop MIS for tracking implementation issues and learning through real time information loops.

The project has two core components- social mobilization and develop community social infrastructure. It is being implemented in 4 UCs of riverine district Bhakkar in Punjab.

The project began in January 2014 and is to conclude in December 2016. The total budget is € 799,785.20, with European Commission contribution € 719,806.68.the project outcome is expected to benefit 21220 rural households.

### **Results at the project outcome level**

The PDO has three indicators, supported by three intermediate results.

#### ***Indicator 1: At least 60% of poorest/ poor HHs in target UCs are members of community institutions***

The project at MTR formed 612 COs, 63 VOs and 4 LSOs and completed the target for community institutions. The total membership is 11307 persons from 7230 households. The membership was open to every willing person without using “Poverty score card” or any other criteria.

Around 50% of the targeted households reported with more than one household member in the COs (Husband and wife, son and mother). With duplication of membership the actual number of targeted households is reduced to 34% of the total households in the project area. The project targeted around 7230 households against the PDO target of 21,220 households, signify only 34% achievement of the PDO target.

#### ***Indicator 2: At least 40% of all institution’s members are women.***

At present, the overall ratio of women in all community institutions is 43% of the total membership. Women CO are formed separately, parallel to the male CO in the same settlements. Based on the representation ratio in 2<sup>nd</sup> and 3<sup>rd</sup> tier, this ratio is calculated at 33% in VOs and 20% (See detailed assessment of project intermediate results in the main body of this report.

#### ***Indicator 3: At least 33% of targeted community groups /institutions report improved access to municipal/local services.***

The PDO targeted for 32 CPI schemes for 63 revenue villages signifying that the initial target was 51% of the total villages to be provided with CPI schemes. The PDO does not explain “**targeted community group/institution**” considering 612 COs as community group the only 5% CO will have an access to municipal /local services. The community organizations and local government representatives demand at least one CPI for one project VO. As CPI activities are planned to be initiated beyond MTR i.e. during the 3<sup>rd</sup> year of project implementation. This MTR consultant will only give its recommendations (see section on recommendations)

### **Key findings**

#### ***Social mobilization and institution building***

- Social mobilization lack indicators of inclusion, the membership format are simply

indicating name / fathers name and CNIC number of the members are without any consideration for participation of poor and marginalized.

- List of members remained static from formation day.
- Poverty Score Card (PSC) is not applied for selection of CO members.
- Record keeping at the CO level is limited to members' attendance and repetition of thanks giving words for IRSP staff.
- LSOs' formed are weak, not registered with any government institution, after local government elections will lose creditability as representative body of the local COs and VOs.

### ***Basic Services and infrastructure***

Provision of basic infrastructure is planned in the post MTR phase. Infrastructure engineers is recently hired and currently involved in planning.

### **Enabling Factors**

**Philosophy and orientation:** IRSP-SAB (Consortium) is a value-driven organization, with a clear mission and are emerging as “neo-indigenous” national organizations in Pakistan, to offer home grown solution.

**Relevance:** The PACE-PD project being implemented (by the consortia) is highly relevant to the Pakistan's commitment to achieving MDGs. The project is helping to energize the development sector in Pakistan, and is well targeted and relevant to the needs and priorities of key constituencies. The project design, on the other hand, is inward looking but equipped with result-oriented indicators.

**Cost-effectiveness:** The project design for only 32 CPIs in 63 villages satisfying infrastructure needs of 612 COs cannot be termed as cost effectiveness.

**Sustainability:** Sustainability of Community Institutions will remain at stake without registration. Project design only looking for registration of LSOs, which itself is not realized in two years. After withdrawal of IRSP there is likelihood that the entire community institutions may collapse.

PACE-PD Project intends to benefit women. To achieve this result more strategic thinking required. Majority of the women's groups required further support in social mobilization, beyond current efforts and one-off project support under various components.

LSOs can be ideal conduits for channeling development services to their constituencies from multiple sources. LSOs can also be viewed the “successor” institutions of IRSP in terms of transferring mature programs to these entities for better results at lower costs.

**Project Lack Visibility signs:** The MTR consultant felt absence of visibility of the PACE-PD project in the project areas. The IRSP local staff as well as central management, failed to respond on this question.

### **Management Factors**

#### **Project Management:**

- Necessary organizational changes were made and mostly in place. The recent consolidation of programs and management restructuring has streamlined management processes. It is remarkable that the project delivery pace and intermediate results were achieved at MTR.

- Building on its core strengths, the organization is able to retool itself for its next set of challenges.
- Institutional strengthening and development remains the major problem of the management.
- Had to significantly improve the quality of community organizations in terms of inclusion, sustainability, effectiveness, and depth of coverage—by incentivizing good performance and making project support conditional upon communities.

**Solo Flight or Partnerships:**

PACE-PD is a small short term solo flight in the presence of half –a dozen development initiatives by more strong and long term program based NGOs

**Appropriate Human Resource Utilization:**

The project is adequately resourced with experienced managers and expert staff at all levels. But since the project is moving fast towards end date, will gradually relieve the staff. The job insecurity effect on commitment level of the staff.

**Gender Policy:** Project sufficiently adhere the principles of gender equality both in management and social mobilization, but the program management lack a thought leader in gender initiatives.

**Compliance and Financial Prudence:**

Financial management procedures governing PACE-PD project appear to be centralized at IRSP Head quarter at Mardan. This unconventional financial arrangement in the context of NGO sector in Pakistan raises transparency issues.

**Management Information System (MIS):**

The project management at MTR failed to maintain any MIS system for project. The CO/VO/LSO level data is only available in the hard file or some basic information on personal computers of the SOs. It is recommended that a project MIS be developed and all data be transferred on the main MIS of the project.



## Chapter: 1      **BACKGROUND & PURPOSE OF MTR**

### 1.1. Background

SABAWON entrusted this consultant to perform/ conduct a midterm evaluation of the “socio-economic condition of rural men and women and stakeholder for the Poverty Alleviation through Community Empowerment and Participatory Development (PACE – PD) Project” that SABAWON/IRSP are implementing with financial and technical support of the European Union in selected villages of 4 Union Councils Kachi Shahani, Gadola, Siyaal and Dhandla of District Bhakkar Punjab Pakistan since 1<sup>st</sup> January 2014.

### 1.2 Purpose of study

The purpose of this mid-term Evaluation (MTR) is to provide an independent assessment of the PCE-PD project. The MTR assesses progress towards project results under each component in the Project *Logical Framework Document* (LFD).

### 1.3 Scope and methodology

The MTR looks at whether project inputs were delivered efficiently, on schedule and within the allocated budgets, and whether project mid-term results were achieved and can be sustained. The methodology included review of project documents, interactions with management and staff of PACE-PD and beneficiary groups, data collection, and analysis. For analysis of results, the MTR has used *Results Framework* provided in LFD, and elaborates on the performance indicators and other variables, including project management and enabling factors.

### 1.4 Key Audiences

The client for this assignment is SABAWON. The principal audiences are its management and staff responsible for project implementation, quality control and achievement of results. SABAWON may have its own audiences: sponsors and donors, e.g., EU and community institutions.

### 1.5 The IRSP

IRSP is a multi-sector development organization working on integrated development approach to bring a sustainable development in the region. The decades old experience of *Pak-German IRDP*, after many changes finally settled in an established itself into an *Integrated Rural Support Program (IRSP-Mardan)* in January 2001 with a vision is to bring socio-economic development in the rural and urban communities through integrated development and participatory approaches, with a mission to empower local communities for pursuing and attaining their own developmental goals. IRSP grew rapidly daringly 2010s and was called upon by EU to take up projects in other provinces. The Implementation of *Poverty Alleviation through Community Empowerment &*

*Participatory Development (PACE-PD)* project in District Bhakkar in Punjab is one of new initiatives in other provinces of Pakistan.

## 1.6 PACE\_PD Project:

The PACE-PD Project is intended to support and facilitate sustainable development in under resourced and poverty stricken society by reforms in governance and institutional development. The project was designed to promote bottom up community driven participatory development approach to develop three tier, inclusive citizens' institutions at community (Cos), village (VOs) and federate them as Local Support Organizations (LSOs) at union council level and enable them to a) plan and mobilize resources for sustainable social and economic development and b) resolve conflicts.

The PACE-PD is a three year program started in January 2014 and will be completed by December 2016. The project began in January 2014 and is to conclude in December 2016. The total budget is € 799,785.20, with European Commission contribution € 719,806.68.

### Scope of PACE-PD Project

The Intervention Logic of the PACE-PD Project based on three expected results i.e.

**Result 1:** Formation and strengthening of a three tiered community mobilization system for social and economic development at Community, Village and Union Council level;

**Result 2:** Community social infrastructure built or rehabilitated to improve basic social service delivery, taking into account disaster risk reduction principles;

**Result 3:** Capacities of local administration at Union Council and Tehsil level to plan, monitor and supervise development strengthened;

## 1.7. Purpose of midterm evaluation:

The objectives of this MTR at the Middle of the project implementation are

- a) Measure the progress against the project objectives and assess the relevance of activities
- b) Provide credible and useful information that enables incorporation of lessons learned into the decision making process relating to implementing project interventions.

The purpose of midterm evaluation is to;

1. Enhance the project's relevance, efficiency and effectiveness;
2. Suggest improvements for the forthcoming stage of activities implementation;
3. Demonstrate the project's achievements, challenges and lessons learned;
4. identify and compare that the existing interventions are providing any basis for the proposed output and indicators as well as to identify/point out if any on ground activities are leading to the three expected project results;

## Chapter:2 METHODOLOGY, SAMPLING AND WORK PLAN

### 2.1 Methodology

The methodology for this MTR included extensive review of project documents and other publications and papers, semi-structured meetings and interviews with stakeholders, sampling methods, and data collection in Bhakkar and in four project Union Council, followed by analysis of data and other information collected.

The MTR Consultant has collected and analyzed both quantitative and qualitative information. It has reviewed relevant project documentation, including the Project Appraisal Document, Work Plans, Operational Manual, Baseline Report, Progress Reports, Financial Reports and other project reports and special studies, the records maintained at the CO,VO and LSO level.

Interviews and focused group discussions were held with a structured sample of beneficiary organizations, in most cases with CO/VO groups and General Body of Local Support Organizations (LSOs), poorest households and women (both current and prospective beneficiaries), as well as other stakeholders.

Protocols/questionnaires were prepared and pretested for all meetings and interviews in the field, including survey formats for interviews with beneficiary organizations, so as to provide consistent and comparable data that permitted aggregation. After systematic analysis of the information collected, preliminary results were cross-validated with follow up meetings with program staff responsible for each component at the PACE-PD project.

These elements provided a multiple line-of-enquiry approach, including cross-validation and verification through triangulation of field observations, with beneficiary groups, field and project Manager. The meetings with the beneficiary groups and implementing agency staff took the form of interactive focus group discussions, although guided by interview protocols.

### 2.2 Sampling Method<sup>4</sup>

The sampling for MTR for this project aimed at to assess the quality three-tier institutions developed as well as cover adequate number of UCs to represent the full range of program and geographical diversity.

The MTR Consultant eventually held FGDs with 4 LSOs, representatives of 62 VOs and 8 COs, with a total 136 CO members including females. See field questionnaire and data collection format in Annex 4 and 5.

### 2.3 Field visits

Field visits were intended to support the MTR mission in the following ways:

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<sup>4</sup> A detailed work plan and sampling frame (see Annex-1) was sent to Project manager two weeks before MTR review, The IRSP manager only organized one meeting in UC at some open place that did not allow consultant to conduct CO/VO/LASO meetings as planned.

- Review of PACE\_PD project implementation with the LSO in terms of their own assessment, opportunities and constraints in implementation of different components.
- Review of PACE-PD implementation strategy in partnership with the local communities, and assessment of strengths, weaknesses, opportunities and constraints in implementation of CPI components with the recipient communities.
- Assess the need for basic services and infrastructure to the rural communities that will be provided through PACE-PD project during year –III.

The field visits also reviewed institutional and other development activities in general, including services access from other providers, self-initiated projects and future plans of community institutions at all three levels

The MTR team at the PACE-PD level focused on:

- Physical progress on the components the UC level.
- Best practices, lessons learnt and problems encountered
- Review datasets, reporting mechanism and M&E systems
- CO formation and fostering, infrastructure projects the selected Union Councils.

At the CO level the MTR consultants interacted with the beneficiary communities in terms of:

- Social mobilization, inclusion of the poorest and women and institutional development and maturity issues and indicators
- Linkages developed for access to services, or their knowledge on the linkages after maturity of the Community Organizations.
- 

## 2.4 Work Plan

The MTR Consultant completed the assignment in three phases

- i) Reconnaissance phase
- ii) In-depth investigation and review phase, and
- iii) Review of documents and report writing.

## Chapter: 3 SOCIO ECONOMIC PROFILE OF PROJECT AREA

### 3.1 The project Location

Bhakkar is a district in the province of Punjab, Pakistan. This district was established in 1982 after slicing the area from Mianwali. Bhakkar is situated between the Indus River and Chenab. Its area consists of a riverine tract along the **Indus**, called Kaccha, and most of the district area lies in the desolate plain of the **Thal desert**. The district is of semi rectangular shape and mostly consists of sandy land. The total area of the district is 8153 kilometers. It is 134 kilometers long from North to South and 60 kilometers wide from East to West. The project area located in 4 UC of Tehsil Bhakkar. Three out of four (Sial, Gadola, & Kachi Shahani are clustered around the north western side of Bhakkar city and one (Dhandla) some 35 km from city center. Bhakkar is now a bustling town, Bhakkar city has a population of almost 300,000 (apex.), the total population of the district was estimated to be 1.39 million in 2011.

### 3.2 Population:

The current total population of the project area is around 0.148 million, which is around 10% of total population of the district.

- The total population is almost equally shared by 4 Union Councils.
- The overall male female ratio is 94 female for 100 male.
- The average household size is 7 persons which is slightly higher in UC Sial. The data does not validate the baseline estimate of 11 persons per household.
- The number of villages in in each UC varies from 11 in Sial, 13 in Dhandla to 18 in Kachi Shahani and 21 in Gadola.

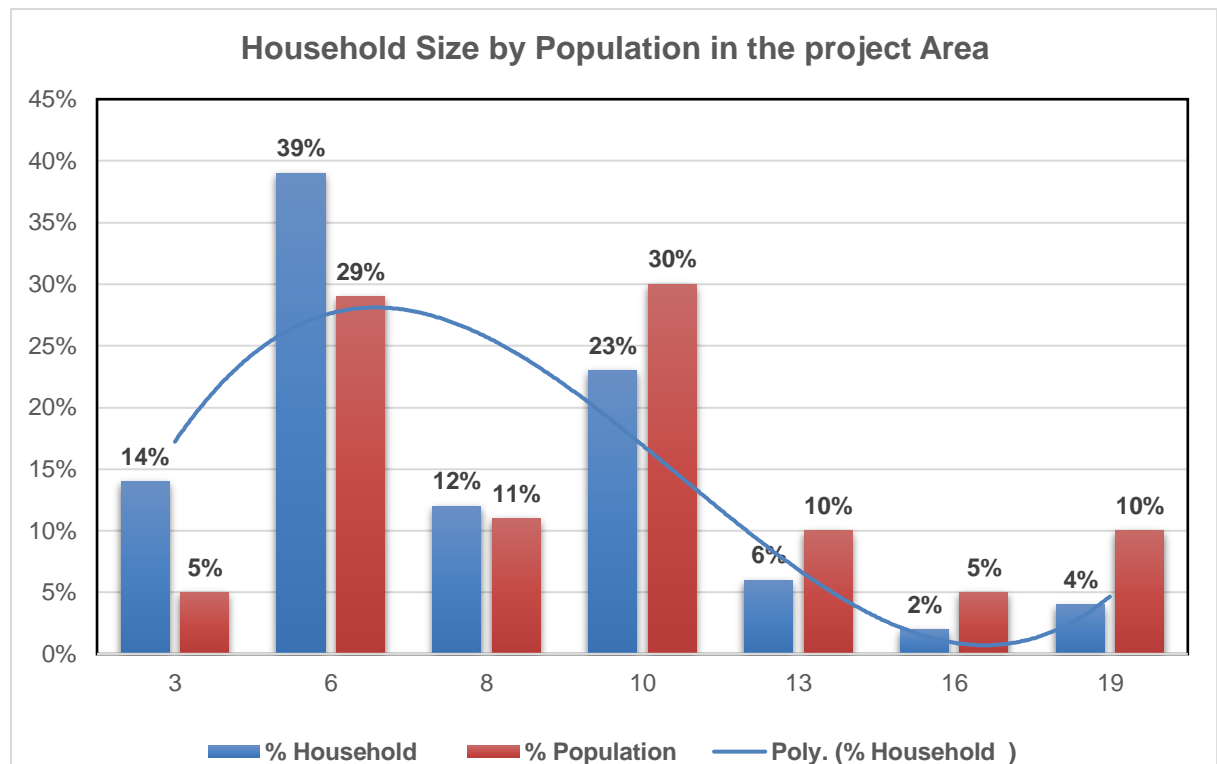
population, Household Size and Voters by Project UCs					
Union Council	Sial	Gadola	Kachi Shahani	Dhandla	Total
<b>Population</b> <i>Estd)</i>	<b>39643</b>	<b>33500</b>	<b>33060</b>	<b>41584</b>	<b>147787</b>
<b>Male</b>	20643	17420	16860	21210	76133
<b>Female</b>	19000	16080	16200	20374	71654
<b>No. of Households</b>	<b>5100</b>	<b>5000</b>	<b>5100</b>	<b>5940</b>	<b>21140</b>
<b>Average Household Size</b>	<b>8</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>
<b>No of Villages</b>	<b>11</b>	<b>21</b>	<b>18</b>	<b>13</b>	<b>63</b>
<b>Voters</b> <b>Total</b>	<b>9708</b>	<b>10740</b>	<b>10215</b>	<b>10717</b>	<b>41380</b>
Male	5395	6147	5766	5974	23282
Female	4313	4593	4449	4743	18098

### 3.3 Socio-Economic Indicators of CO members

During the MTR the Consultant conducted a sample socio-economic survey of 165 CO members. The survey was aimed at validating the baseline findings and validate major the outcome targets of the project PDO. Major findings of the survey are presented in the sections below.

### 3.3.1 Household Size in the project UCs

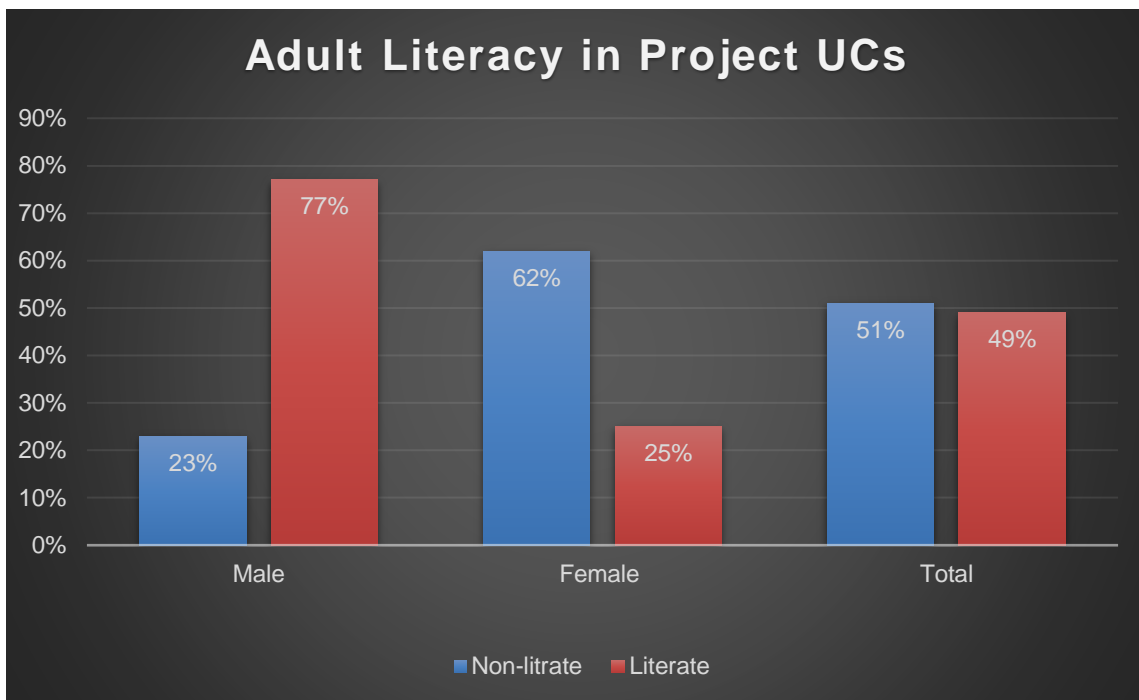
- Average Household size in the project area is 8 persons per households.
- 5% of the population lives in 14% households of 1-4 persons per households.
- 29% population lives in 39% of the households of 5-7 persons per households.
- 11% population lives in 12% of the households of 7-9 persons per households.
- 30% population lives in 23% of the households of 9-11 persons per households.
- 20% remaining population lives in 12% of the households in the range of 12-19 persons per households.



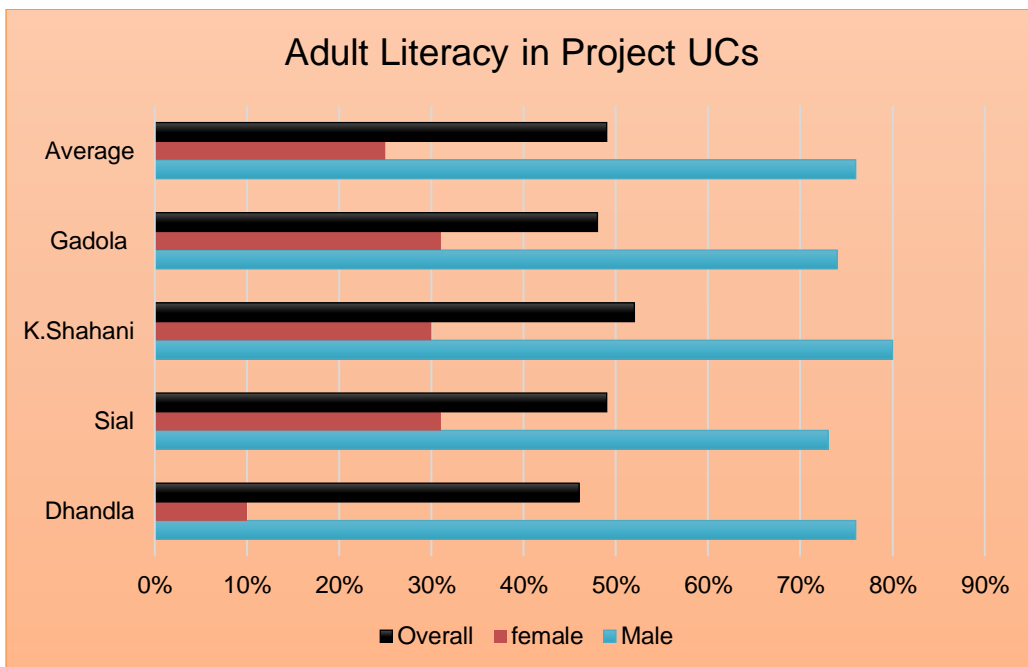
- The literature review and 165 household survey by the MTR consultant did not validate the baseline survey finding “that the average household size appears to be of 11 individuals”.

### 3.3.2 Literacy and Educational Attainment

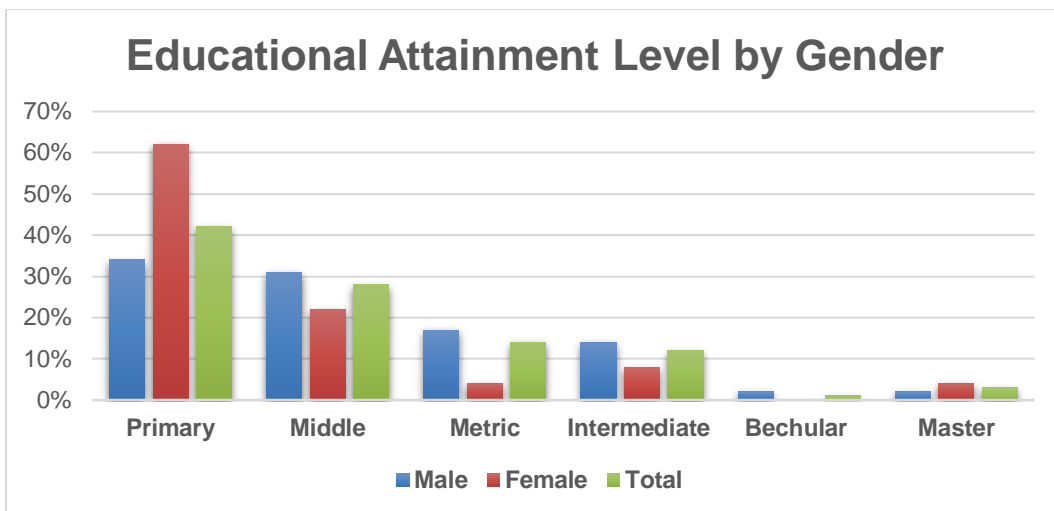
- The overall adult Literacy in the project UCs is around 49%, which is over 77% for male and as low as 25.5% for female.
- The ratio of non-literate population is 51% for the overall population, and 62% for females as against 23% for males.



- The overall adult literacy ratio at the UC level is less than 50% which is 48% in Gadola, 52% in Kachi Shahani, 49% in Sial and 46% in Dhandla.
- The overall adult male literacy ratio at the UC level is higher in Kachi Shahani at 80% followed by Dhandla at 77%, and 74% and 72% in Gadola and Sial respectively.
- The male adult female literacy is lowest in Dhandla at 10% while in Gadola, Kachi Shahani and Sial it remained around 30%.



The overall education attainment has been assessed as low where 42% of the total literate reported attending only primary and another 28% till 8<sup>th</sup> grade and 13 % till 10<sup>th</sup> grade. The remaining 17% attained college for intermediate (11%), bachelor or master classes.

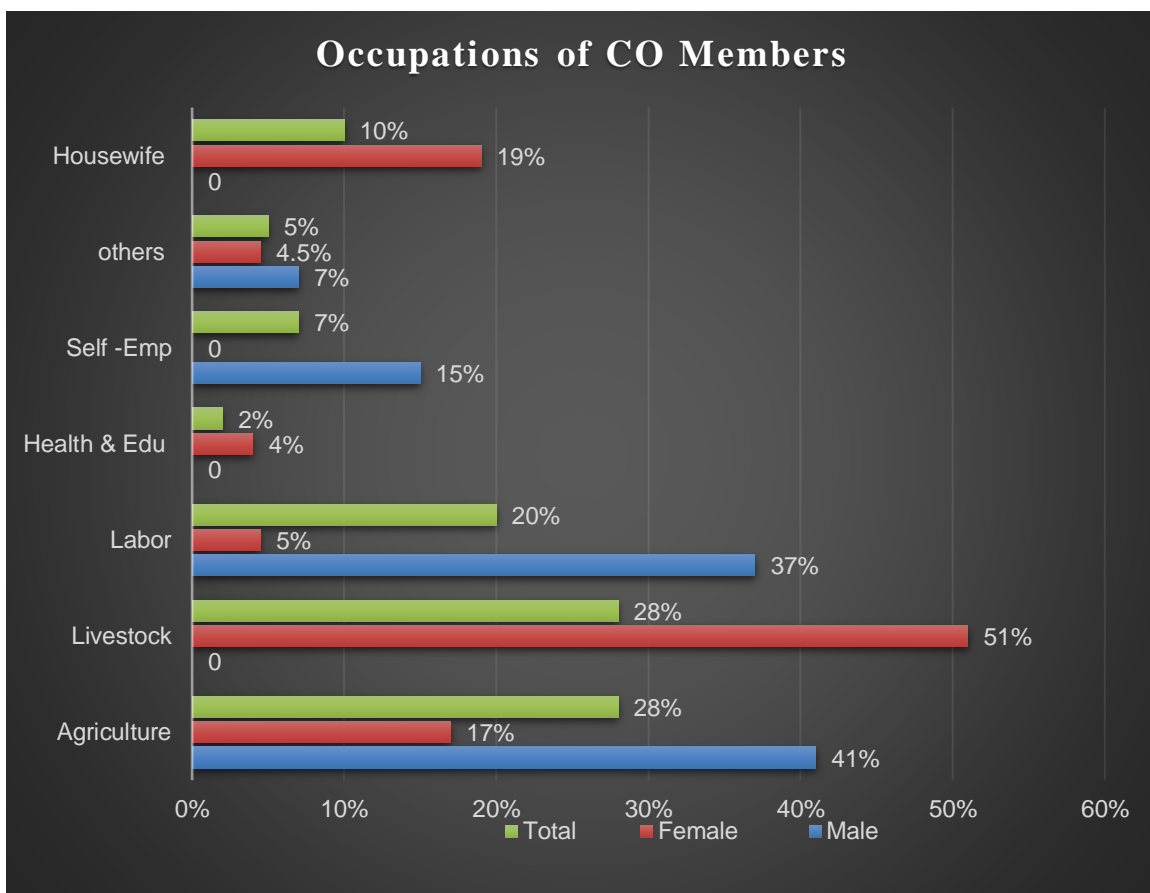


The educational attainment level among male reported with 42% primary, 28% middle, around 15% metric and remaining 15% attended any college or university.

The educational attainment level among women reported very low with 62% primary school, another 28% with 8<sup>th</sup> grade education 15% matriculate.

### 3.3.3 Major Occupations

The entire area in the project UCs in the eastern bed of river, with very fertile soil and access to irrigation water at very low aquifer. Landholding size is from medium to large, cultivating sugarcane, wheat, rice and vegetables. Mechanized agriculture is fast replacing agriculture labor into contract or daily wagers.





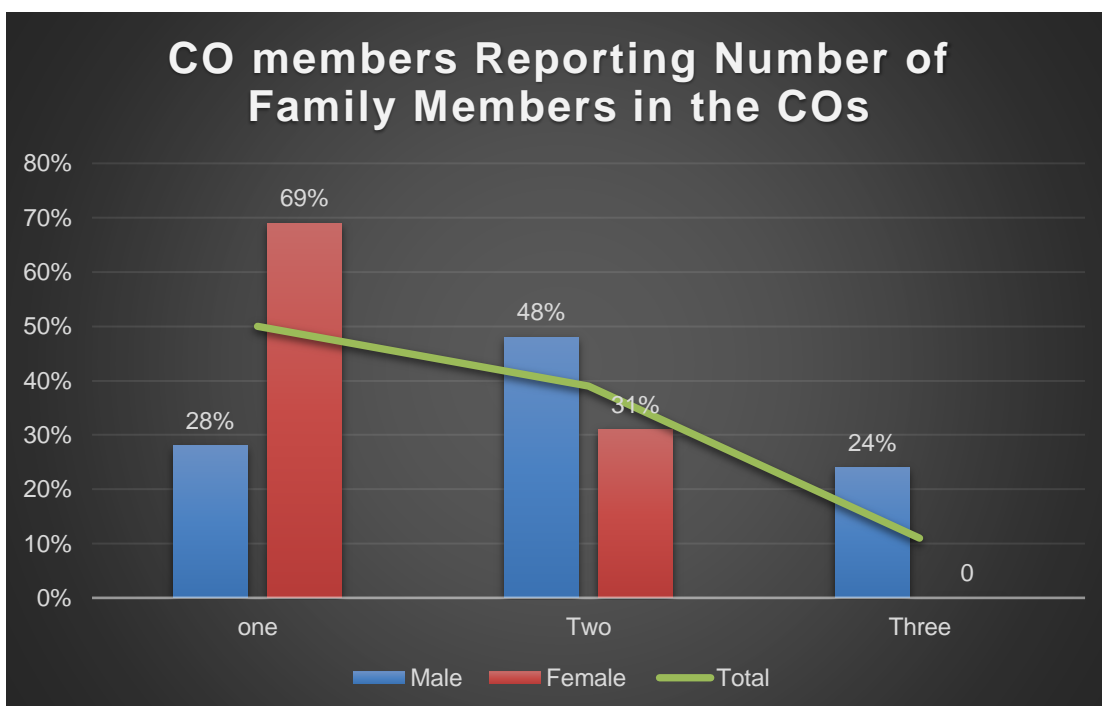
Agriculture, livestock and agriculture labor appears to be the major sources of income for the residents in all four union councils. The land owning families mostly engaged in Agriculture (41%), while the non-land holders or small farming families work as agriculture labor with the big land lords. The ratio of other sources of income is only 5% but that also related to skills required for agriculture production and marketing.

Women currently playing important role in rural economy. Over 81% women reported involved in income generation activities against only 19% as housewife. More women (51%) reported livestock as their occupation than men (28%). More over 17% of the women are directly involved in agriculture activity. Only women reported their source of income from health and education services.

The MTR Consultant thus validate the baseline notion that the sources of income for majority of the residents in four union councils are agriculture related professions, skills either as land owners or agriculture labor and livestock in the riverine outskirts of Bhakkar town.

### 3.3.4 Membership of COs

The PACE –PD Project CO membership record shows a total of 11,307 members in four UC with an estimated total population of 147,790. On the basis of one member on house the coverage ratio is around 56%. The MTR survey estimated around 50% are only one member households while another 39% were two member households and 11% with more than two members. Based on this data it is estimated that the CO membership reached to around 33.2% of the total households in the entire project area that varies from 29.7% in Kachi Shahani to 33.3% in Gadola and 33.65 and 36.2% in Dhandla and Sial UCs respectively (see Annex-2).



## CHAPTER-4 FINDING PER RESULT FRAMEWORK

### LOGICAL FRAMEWORK FOR THE PROJECT

#### 4.1 Overall Objectives

##### 4.1.1 Intervention logic:

To promote an inclusive and empowered society in Pakistan for poverty alleviation and for benefiting populations out of reach of mainstream services and resources and excluded from policy making processes.

##### 4.1.2 Objectively verifiable indicators of achievement:

- a) At least 60% of poor/poorest HHs in target UCs are members of Community institutions.
- b) At least 40% of all community institution's members are women.

##### 4.1.3 Sources and means of verification:

- a) The **Baseline report** never owned by the Project management as well as the Community Development Staff ( review on Baseline Report presented in section 4.2
- b) **Poverty scorecard** as mentioned in the project LFA as means of selection of CO members was never conducted (see details in relevant sections).
- c) **Field staff reports** are not maintained or recorded.
- d) **Database of Community Organizations:** No database is developed to record the CO membership, names and ID numbers, only hard files for each UC are maintained and that only contain one pager list of members with their signatures at the time of formation of CO.
- e) **Minutes of Meetings:** The minutes of the COs monthly meetings are simple half page repetition of previous month text. CO meetings record only report presence of CO members in the meeting and major demands from the IRSP.
- f) **Progress Reports:** Only two progress reports (first one year progress report and six monthly Progress Review Jan –June 2015) are available in hard and soft form.
- g) **Assumptions:** The **project PDO assumptions** “Prevalence of peaceful environment without eminent security threats and Communities are willing to participate in development initiatives” remained valid.

During the MTR mission neither the project management, nor the members of the Community Institutions met reported any political or security threat in their working. The MTR was completed just two days before the Local Government Elections in a charged political atmosphere, the assessment reviews with the COs, VOs and LSOs never encountered any political opposition and the community institutions are more than willing to participate in development initiatives.

## 4.2 Inception Phase Activities:

**The project management carried out following 7 different inception stage activities:**

1. Staff recruitment, Training and Orientation and Resource Mobilization;
2. Program Planning Workshop;
3. Stakeholders Workshop;
4. Baseline Survey;
5. Union Council Profiling;
6. Program Planning, Coordination, Experience Sharing and Program Review Meetings
7. Capacity building for program delivery.

### 4.2.1 Activity-1:

#### **Staff Recruitment, orientation, Training and Resource Mobilization**

The 1<sup>st</sup> inception stage activity completed within 1<sup>st</sup> Quarter of 2014 that includes establishment of project office, staff recruitment, training and Orientation, and procurement of furniture, equipment and vehicles etc.

### 4.2.2 Activity 2:

#### **Program Planning Workshop**

During the same period the project management shared overall program plan with the government line departments, development partners, local NGOs, activists and members of civil society in the district through a 3-Day Program Planning Workshop. The program planning workshop recommended that;

- a) The project area should be extended other tehsils and the duration of soft component (*Formation of Community Organization*) should be limited to one year.
- b) Number of CPIs should be 64 so as to entertain each village of the targeted union councils
- c) Project should develop Partnership with local CSO/CBOs/NGOs in implementing project activities
- d) Local CSO/CBOs/NGOs should be allowed to participate in PACE-PD project activities like; training, formation of COs/ VOs/ LSOs.
- e) Project should include an Income generating component (for women) provide loan for short technical courses (for male).

Responding to the workshop recommendations the project management at the concluding session stated that:

- a) Due to limited budget it is not possible to extend the project area beyond agreed Union Councils.
- b) Any increase in the number of CPIs cannot committed at this stage. However, depending on the size of proposed project the number may go beyond 32 projects.
- c) Organizing the communities for collective action is pivotal and provides foundation for sustainable development, PACE-PD project will this through its own staff.
- d) Other Local CSOs/CBOs/NGOs can participate in training of COs /VOs.
- e) PACE-PD project will neither involve itself in any income generation activity nor

offering any credit program, hence it cannot accede to this request

The crux of this response narration of recommendations and in seeking confidence of stakeholders for project implementation”.

**4.2.3 Activity- 3:**

**Stakeholders' Workshop**

Another formal activity named Stakeholders’ Workshop was held aiming to introduce the project to the local administration. The odd 40 participants including government dignitaries, development partners, private sector, educationist and CBOs. Here again the participants raised certain questions on criteria for formation of COs, VOs and LSOs, female representation and income generating activities as well as on CPIs.

- The Project Manager’s response on questions did not mention for any selection criteria or specifically the PSC instead describing “anybody join hands together for certain collective action can form CO/VO”. The PM also appraised the participants for the defining the types of CPIs that the project intended to provide. On demand that the “ number of CPIs should be 64 so as to entertain each village of the targeted union councils” the project manager replied that “ depending on the size of various project it may go beyond 32 projects”<sup>5</sup>, but selection will be based on the needs and priority of the respective communities.

**4.2.4 Activity-4:**

**Baseline survey of Target Union Councils.**

The baseline report is validated on two specific reasons, one that it is project activity , and two that it was mentioned as a means of verification in the PDO. PACE-PD conducted Baseline Survey in Target UCs during 2<sup>nd</sup> Quarter of 2014. The survey was outsourced to a Consulting firm *Big Data Solutions*. The project Interim Narrative Report Jan-Dec, 2014 mentioned that “the final (Baseline) report containing findings, conclusion and recommendations, has been shared with the European Union (EU)”.

The MTR consultant used this document to compare the existing socio-economic conditions in the project area. Irrespective of the methodology and the data collection instruments used, the MTR consultant compared the Baseline findings with the current socio-economic conditions of four rural union councils of district Bhakkar.

The table below identify some major contradictions between the baseline findings and existing situation.

Baseline Findings/Conclusions	Existing Conditions
-------------------------------	---------------------

<sup>5</sup> IRSP Sabawon, Interim Narrative Report, Jan-Dec 2014, p.6

<p>1. Most of the areas lack Community Organizations. Out of the existing ones, majority are formulated (means established) by NRSP.</p>	<p>The PACE-PD UC profile for Dhandla reporting that the besides PACE-PD project, five other development partners (NRSP, CHIP, Muslim Aid, Dowaba Foundation and SAP-PK) already existing in all 10 villages,</p> <p>The visibility of these development partners validated during MTR when;</p> <p>a) Meeting with PACE-PD LSO Dhandla was held in the office established under NRSP.</p> <p>b) Meeting with LSO Sial was convened at office established by Awaz program of SAP-PK.</p> <p><b>Conclusion:</b> IRSP may not restrict its Community organizations to work with other programs, but at both of above mentioned places there was zero visibility of PACE-PD Project.</p>
<p>2. Baseline concluded that “average household size appears to be 11 individuals”</p>	<p>Three different sources reject this conclusion</p> <ol style="list-style-type: none"> <li>1. PACE-PD UC profile Dhandla and Gadola estimated HH size at 7 persons.</li> <li>2. The MTR Consultants 165 household data calculating household size at 7.5 persons</li> <li>3. The Punjab Development Statistics estimated average Household size for the district at 7.5 persons</li> </ol>
<p>3. Baseline report concluded that “Majority Link roads are in bad Condition.</p>	<p>The Pace-PD profiles for both Gadola and Dhandla reported majority access roads in good condition.</p>
<p><b>4. Creators of Local Organization:</b> Title used does those NGO establishing or organizing community groups is not synonymous. The individuals were identified as organizations such as Ayesh Bank, Rahim Hijazi, Ahmad Sb, Noor Zaman Shah, malik Bilal etc.</p>	<p>“Ayesha” is a women social organizer working for “Khkushhali Bank”</p> <p>Rahim Hijazi is not known in the NGO community in Bhakkar.</p> <p>Ahmad sb, (Malik Ahmad Khan) is chief Executive of local NGO Awam Dost Foundation.</p> <p>Noor Zaman Shah was coordinator of SAP-PK SDGP and AWAZ program.</p> <p>Malik Bilal working for CHIP,</p> <p>“Dhandla Group”, Habib Organization and People of the village are non-entities in the</p>

	NGO sector. All this shows how seriously the Baseline was conducted, information qualified and validated through FGDs.
<b>5. Types of Local Organizations:</b> Baseline identified some types of organizations created by above mentioned NGOs/institutions <b>Know Types</b> – PTA, SMC, PTSMCs, CBOs, health Committees , Village Council, Jirga/Panchait, Zakat Committee masjid Committee	<b>Unknown Types</b> –Others-NRSP/NCHD- Whether is creator or type? Ayesha Bank/Khkushhali Bank- is it a creator or type? Hamdard Ujala Bhakkar – what does this means? Roshan Kal/ Chup organization – this is Roshan Kal program of CHIP
<b>Major Finding:</b> The baseline data may not serve as Impact Assessment baseline for the project.	

#### 4.2.5 Activity-5:

##### **Union Council Profiling<sup>6</sup>**

The project progress reports mentioned that” Detailed profiles of four UCs, including villages have been developed. The profiles provided basic information of demography, casts, number of households, household size, physical infrastructure, civic amenities etc. VO profiles have been placed with respect to each UC. Resultantly detailed UC profiles have been developed. This has equipped the project with necessary data of the target area. It would ultimately help us in the identification and prioritization of CPIs.

According to revenue record there are 64 Revenue Villages but due to frequent floods certain villages have been washed away.

UC Name	No. VO	No. of CO		Total COs	Total Population
		Male	Female		
Gadola	21	93	63	156	2,7547
Kachi Shahani	13	85	65	150	3,2833
Sial	18	90	64	154	3,9832
Dhandla	11	90	62	152	3,7920
<b>Total</b>	<b>63</b>	<b>358</b>	<b>254</b>	<b>612</b>	<b>137,932</b>

#### 4.2.6 Activity- 6:

##### **Program Planning, Coordination, Experience Sharing, and Review Meetings**

The senior management of SABAWON and IRSP is holding regular, “Monthly Progress Review” meetings with all project staff for technical support and guidance for effective implementation and future planning. The internal monitoring system keeps the senior management updated about the project status and enables them to provide any corrective

<sup>6</sup> See sample UC profile prepared by PACE-PD project Bhakkar as annex -???

measures, if required. This is not confined to only desk monitoring but the senior management also visits the field to assess the ground realities. Similarly coordination and experience sharing is also conducted with other development partners like; NRSP, NCHD and Doabba Foundation.

### 4.3 Specific Objectives

1. **Intervention logic** To restore and strengthen resilience of communities through social mobilization and community empowerment enabling them to participate in the development process.
2. **Objective**
  1. Organize at least 60% of Local Community members into 3-tier system COs, VOs and LSOs.
  2. Train Community organizations in financial, technical and managerial skills
  3. Provide infrastructure schemes to the Community organizations in a manner that at least 80% of these schemes are used, operated and maintained by the targeted communities.
3. **verifiable indicators of achievement** The verifiable indicators mentioned in the LAF (baseline and end line survey reports and final evaluation and KAP Survey Reports) are not applicable at MTR.
4. **Assumptions** The following two assumptions remained valid during the last two years.
  - a) Target areas remains accessible throughout the project implementation period
  - b) Local authorities and Non State Actors involved continue to support and engage in program activities.
5. **Findings**

**Result-1 Achievements**

  1. *Project established 612 CO, 64 VOs and 4 LSO in four project UC with a total 11300 members. On the basis of one household / one member the coverage is 54% household rather at least 60% of Local Community members..*
  2. *The MTR survey (Fig-3.3.4) finding is that around 50% of member houses have more than one member from each household. Resulting only 33.2% household coverage by the project community organizations.*
  3. *Only 2 member management of COs and VOs provided Community Managerial Skill training.*
  4. *Infrastructure will be provided in the 3<sup>rd</sup> year of the project.*

**1. Intervention logic**      **Result 2:** Community social infrastructure built or rehabilitated to improve basic social service delivery, taking into account disaster risk reduction principles.

**2.Objectively verifiable indicators of achievement**      2.1: At least 80% of infrastructure schemes are maintained at a functional level coping with disaster risk reduction principles.

**3. Assumptions**      Active participation of local community in project planning, timely delivery of inputs and implementation of projects

**4. Findings**      A CPI Coordinator (Engineer) hired in August 2015. He is holding meetings with the VOs to identify CPI projects. By Early November 2015 no CPI is planned.

**1. Intervention logic**      **Result 3:** Capacities of local administration at Union Council and Tehsil level to plan, monitor and supervise development strengthened;

3.1: Program Coordination Committee (PCC) effectively working for capacity building and linkages development of local administration at UC and Tehsil level

**2.Findings**      *1. The PCC will be formed in the second phase.  
2. Any activity with the local administration at UC level will only be started once the UC administration is in place. Now after the November 2015 Local government elections the PACE-PD should initiate linkage development and capacity building of UC members.*



**Program Staff Employed at PACE-PD project**

S.No	Name	Designation	Edu	Joining Date		Remarks
				2014	2015	
1	Zafar Abbas Shah	PM	MA	Jan 2014	Sep.2015	Resigned in Sep.2015
2	Ms Mehmooda Jilani	CD-Coordinator	MA		Sep.2015	Resigned in Sep 2015
2	Majid Ali	SO/ PM	MA	Jan 2014		Officiating as PM since Sep.2015
3	Sumbal Gilani	SO	MBA	Jan 2014		
4	Meraj-u-din	SO	MA	Jan 2014		
5	Muhammad Javed	SO	MA	Jan 2014		
6	Samina Latef	SO	MA	Jan 2014		
7	Uzma Huma Khan	SO	MA		Jan.2015	
8	Yasmeen Aslam	SO	MA		Feb.2015	
9	Ahmad Adeel	SO	MA		May 2015	
10	Shah Fahad	SO	MA		May 2015	
11	Tanveer Abbas	CPI-Coordinator		Aug 2015	Aug. 2015	Just inducted
12	Syed Asif	M&E Officer			Sep.2015	Stationed at Mardan

## CHAPTER 5: ANALYSIS AND OBSERVATIONS

### 5.1 Institutional Development: Overview

The Mid-Term Evaluation aimed at assessment / achievement of intermediate *outcome result* / through the following main activities:

- Situation analysis, targeting and subsequently organizing households into COs and VOs through field based social mobilization teams at 4 selected Union Council in Bhakkar district.
- Clustering of VOs at the Union Council level as third tier representative organization.
- Training and capacity building inputs with all three tiers of community institutions.

### 5.2 Output Targets

The project Logical Framework (PLF) projected yearly targets for the social mobilization and institutional development that the PACE-PD project has to implement during the first two years of a 3 year project. The MTR targets are 100% COs/VOs and formation of LSOs and trainings of COs and VOs.

#### Findings:

- A total of 612 CO were formed by June 2015, where the CO membership reached at 11307, of which 43.3% are women.
- Once a COs is formed, the membership chapter is closed, not a single member is added in any male or female CO.
- VO formation target at 63 is achieved 100%.
- LSO formation has already been achieves

### 5.3 Women's Participation in COs, VOs and LSOs

#### 5.3.1 Women's Participation at CO Level:

- Women COs are organized as separate entity and their membership is around 43% of the total CO members.
- The number of female COs is 41.5% of the total COs.
- The size of female CO is slightly higher (19 persons) as against the male COs (17 persons).
- There is no bar of more than one household member, male or female, to become member of a CO from the same Muhalla/ vicinity.
- Field observation and data shows, husband and wife, two brothers, mother and son as member of female or male CO.

#### 5.3.2 Women's Participation at VO Level:

Theoretically, the President and Manager of a CO represent as member of VOs. All CO members are general body of VO and elect a 3 member Executive Body – president, manager and one Women representative. The women representation at 2<sup>nd</sup> Tier is 1/3<sup>rd</sup> of total members .

#### 5.3.3 Women's Participation at LSO Level:

The executive body members of all VOs in a UC, forms general body of LSO and elect from

themselves a five member Executive Body of LSO- that include Chairman, Vice Chairman (Female), General Secretary, Finance Secretary and Information Secretary. The women participation at the 3<sup>rd</sup> tier further reduces to 20 percent.

### **5.3.4 Quality of Women's Participation:**

Besides the number of women registered in the CO /VOs,/LSOs, the quality of women's participation generally is poor. Women do not participate in VO and LSO monthly meetings. It is reported that women participated in LMSTs organized by the IRSP in the city. Their participation at all women meets has been around 80% and that is due to the female social organizers. The provision of capacity development support to female COs by the implementing agency is a growing problem.

### **5.3.5 Limits to Women's Participation**

Keeping in view of the local cultural constraints the women COs members elected those women as their representatives for VOs, who can participate with some male family member husband/ brother. This is a real constraint for community organizations all over the country.

## **5.4 Management of COs/VOs and LSOs and PACE-PD project**

The MOU signed between IRSP and the COs clearly spell out that the CO “will hold regular monthly meetings ..... and collect and deposit funds in COs Bank account ..... and will work for strengthening financial position of the COs. This means that IRSP at the formation of COs /VOs /LSOs will also ensure the community organizations will open and maintain bank account and will make all financial transactions through formal channels.

The Bank Account for organizations require registration of applicant with some government institution. As of October 2015, none of the CO/VO/LSO established under PACE-PD project is registered neither have a bank account nor collected any membership fee or monthly contribution. It is also worth mentioning that the PACE-PD project at Bhakkar, itself is not maintaining any Bank account at the district/project office. The office management, training, fuel and utilities are paid through informal sources from IRSP HQ at Mardan.

## **5.5 Saving and Internal Lending**

It is observed that significant number of women and men joined COs with the intention that PACE-PD will initiate saving and internal lending with the COs as the NRSP doing in the same area. Community savings and internal lending leads to strengthening the organizational development of COs and provides a regular activity for meetings, record keeping, maintaining accountability and fidelity. The activity also provides a reliable pathway for graduation to higher category CO.

## **5.6 Model-neutral Approach**

Under the model-neutral approach to community organization-IRSP used the freedom to apply its own approach. The principles for organizing COs at the grassroots are reasonably well established; however, values and principles for second and third tier organizations—a recent development- and Implementing Partners are still evolving. IRSP should review its experience and design a set of core values and principles for forming multi-tier institutions of the poor.

IRSP approach in formation of COs seemed to be reaching at ultimate target of formation of LSO, instead the COs themselves at a maturity level feel the need for organizing into VOs and LSOs.

Instead of forming VO/LSO quickly to meet project targets, higher level community organizations should be formed only when the community feels the need and notices a value in a representative institution at the village or Union Council level. A set of priority needs must be identified, that should then perforce advocate the need for forming a higher level of organizations to actualize such needs.

The respective roles, responsibilities and functions of a CO, VO and LSO should be clearly spelled out and a transparent governance system should be endured. As proponent of Model Neutral Approach the IRSP should experiment in the following;

### **5.6.1 Leadership of Community Organizations**

In the RSPN model the leadership elected/selected is limited CO President and Manager. IRSP adopted the same nomenclature. In the early stages of CO formation, usually conventional leaders come to the fore as the CO president or manager. The MTR visits confirmed significant number of members are having dual membership with NRSP and IRSP and using the same diction being used by NRSP. They have become the traditional NGO professionals, once elected will not talk about change of leadership through periodic elections of the COs or VOs. For periodic substitution of conventional leadership IRSP should evolve some mechanism.

### **5.6.2 Size of the CO Membership**

Following the RSPN model overwhelming majority of COs are formed with a limited membership 18-25 at the most. This is truer for the CPI and Water & Energy specific COs and especially for projects related to agriculture and irrigation development because the benefit goes to one or two extended families. The IRSP is proposing CPIs for the benefit of larger community/ village, hence it should bring more population into COs/VOs fold.

### **5.6.3 Training of CO Leadership**

While training courses have been developed to impart a set of skills to the CO president and manager, IRSP need to focus more on the capacity building of CO itself so that members can better manage the CO office bearers and its corresponding hierarchies and establish a system to make them accountable to the general body. The IRSP program, after formation of COs should continue capacity building of COs.

### **5.6.4 Evolution of Institutional Model**

The development of LSO has proved to be a potentially effective next step in participatory community development. The field observations and learning suggest a more focused approach to fostering LSOs and develop them as effective intermediaries and potential successors

### **5.6.5 Overlooked Targeting the Poor/Poorest Households a Members of CO.**

The overall objective of the PACE-PD is a “poverty targeted multi-sector” project initiated to achieve the *overall objective* to reach “*at least 60% of the poor/poorest Households in target UCs as members of Community organizations*”. The Logical Framework of the project identified “*Baseline report, poverty scorecard survey, progress reports, and field staff reports*” as the means of verification of this indicator.

Reviewing the means of verification the MTR assessed that;

- a) Besides accepting the Poverty Score Card (PSC) as a source of verification, neither used PSC in the CO formation process nor any other criteria for the membership.
- b) The progress reports and field staff reports too are silent on the PSC and membership criteria used except the mobilization campaign and membership of those present in the formation meeting.

### 5.6.6 Impact

The MTR team interacted with PO staff, CO/VO LSO leaders and poorest households and individual members, and tried to gauge their impressions about the impact of community organizations. The consistent message from all these diverse sources was that the activities that have impacted most on the lives of beneficiaries are:

- Awareness and community cohesiveness
- Conflict resolution
- Education
- Access to infrastructure facilities

IRSP should devise standard guidelines and forms to produce survey reports so that impact could be measured across the board in a consistent manner.

#### Beneficiary Comments on CO Formation

*"I am very happy to become member of this CO. Though we live in the same village we all meet daily to each other and talk about personal matters. Here in the CO we meet monthly but with an objective to discuss issues related to overall community. The CO members also help resolve petty local conflicts. We genuinely believe that CO system will lead to local development and conflict resolution. We are thankful to IRSP for this awareness. "*

Atta Muhammad CO sial

*"I am the poorest of this community. Being a member of this CO, I am always asked to participate in the meetings and respected as honorable member. Otherwise nobody in this community ever come to me and discuss my economic life. After becoming CO member others started looking after me better and*

a) The proposed village level CPI intervention through PACE-PD project are based on broader set of issues facing the quality of life of people in the villages. The provision of CPI has been a constant demand from the initial phase activities. The program planning workshop demanded ***"the number of CPIs should be 64 so as to entertain each village of the targeted union councils"***. The project management while addressing this demand committed that ***"depending on the size of the projects the number of projects may go beyond 32"***. Again the CPI issue was raised in the *Stakeholders Workshop* where the project management informed the participants that the CPIs such as culverts, retaining walls, link road, water courses, water tanks, hand pumps etc. are included in the list of CPIs and IRSP at this stage cannot commit to enhance the number of CPIs.

b) The COs/VO and LSOs now for the last one year only waiting for the IRSP to initiate CPIs in their respective UCs. Naturally each VO would like to have some tangible results of their efforts in the form of CPIs.

c) The MTR consultant faced had to face CPI issue with all CO, VOs and LSOs. Fortunately the CPI Coordinator accompanied the consultant and informed the CO members of his planning and design stage activities. Now the CPI is the agenda item for COs, VOs and LSOs. **5.6.7**

#### d) Learning Opportunities

The MTR team observed that the expected level of integration in the work of VO/LSOs varies from UC to UC, and there is no integration plan with majority of the UCs. The study team also noted that gaps exist in the integration process IRSP and beneficiaries levels.

## CHAPTER 6: ENABLING FACTORS AND MANAGEMENT

### 6.0 Introduction

This chapter addresses two additional aspects of MTR: *Enabling Factors* and *Management Factors*. The analysis covers key *preconditions* and *management* and *support systems* that have a bearing on the performance of the project and its outcome results. These include *organizational orientation and values*, *project relevance to its context*, *appropriateness of design*, *cost-effectiveness* and *sustainability*, as well as the *human resource utilization*, and *prudence*, and *timely action* through *documentation* and *communication*, consistent with the emphasis in the Terms of Reference and the core findings of this report.

### 6.1 ENABLING FACTORS

In its review of this aspect the MTR has identified a number of strengths and weaknesses, including relevance, appropriateness of design, and elements of sustainability. It has also, however, identified the need for strengthening of some aspects of project and program management, including staff capacity for effective monitoring, socioeconomic analysis, and provision of training and capacity building.

#### 6.1.1 Philosophy and Orientation

**Finding: IRSP-SAB (Consortium) is a value-driven organization, with a clear mission.**

The IRSP-SAB professes to be a model neutral, but value driven organization, means following a pluralistic, but non-prescriptive approach, and promoting “shared values” of compassion and inclusion, in all of its operations and actions. The business model is a voluntary partnership, primarily with civil society actors having deeper roots in marginalized rural communities.

PACE-PD project contributes to development and stability in a highly fragile social, political and economic environment in most vulnerable geographies and demographic segments, key to shoring up fragile livelihoods of poorest communities and containing extremism.

#### 6.1.2 Relevance

PACE-PD project and components are clearly relevant to the context and needs of rural Punjab. The principal components of the project meet a high test of relevance, including in terms of timeliness, building on and increasing the results of past interventions

In terms of institutional development, the project has proved to be extremely timely in many respects. For instance, the introduction of 3<sup>rd</sup> tier -the Local Support Organizations (LSOs) has been especially relevant to developing community level organizations to address local development needs in the context of a governance vacuum at the local government level, and has strengthened the capacity of COs and VOs, to fill services gaps. The project has strengthened community organizations by offering relevant and targeted incentives, increasing regular meetings, although these activities need further support and monitoring.

**Finding: The project is highly relevant to the Pakistan’s commitment to achieving MDGs**

Under the current economic challenges faced by the country, including energy crisis, water

shortages and looming food security and climate change issues, the project offers a community based alternative to enhancing livelihoods for the poor, and provides a form of ‘social insurance’ against potential shocks.

***Finding: The project is helping to energize the development sector in Pakistan***

The project has allowed better targeting of areas with high concentration of poverty, to maximize outcomes and impact. More important, the management is leveraging to develop and realign the development sector as a whole, to ensure continuity in development support

***Finding: The project is well targeted and relevant to the needs and priorities of key constituencies.***

The focus on women and poorest households in historically underserved districts and UCs is consistent with socioeconomic conditions and dearth of services in the most marginalized geographical areas of Pakistan. Infrastructure, and social sector services, such as health and education, are highly relevant in the current fragile political and security context.

Appropriateness of Design

***Finding: The project design is inward but results-oriented.***

Overall, the MTR found that the design of PACE-PD project and its principal components met a strong test of appropriateness. This includes the general design of the project, its detailed appraisal document and *Results Framework* and the design of the key components. The focus on poorest/poor and disadvantaged groups, and introduction of key concepts, such as beneficiary segmentation, precise targeting methodologies, such as *poverty score card*; building / rehabilitation of community social infrastructure built taking into account disaster risk reduction principles; and appropriate sequencing, are all innovative features of project design.

### **6.1.3 Cost-effectiveness**

***Finding: The project is unable to provide any evidence to give negative or positive ranking for cost effectiveness.***

### **6.1.4 Sustainability**

In terms of institutional development, a significant number of COs/ VOs and LSOs were assessed not having any potential for sustainability. A key recommendation of the MTR in this regard is to rejuvenate COs/VOs and focus on savings, income generation and internal lending among the COs. That require developing new products that community institutions can manage, providing technical support in terms of book keeping training and financial audit. Savings and lending can be a great tool to get COs and VOs humming with productive activities.

COs/VOs needed to increase membership and participation of members in their meetings, and activities, particularly the poor. They also needed to build financial capital based on members’ savings to achieve a measure of sustainability.

***Finding: PACE-PD Project is intended to benefit women more, but more strategic thinking is needed to better align project implementation to achieve that result. Majority of the women’s groups required further support in social mobilization, beyond current efforts and one-off project support under various components.***

LSOs have been established relatively recently and require further capacity building and other support to reach sustainability and demonstrate its strength as effective local intermediaries for service delivery and lack any capacity and strategic management.

### 6.1.4 Project Lack Visibility signs

The MTR mission failed to see any visibility sign of the PACE-PD project in the entire project area. The informal talks with the staff revealed the fact that besides the limited number of notebooks and document folder, one cannot find the PACE-PD Project Bhakkar project on any poster, banner, hoarding, sign board. Even the project office sign board is never made. The CO/VO/LSOs are without any designated office space and sign board, neither and road sign indicating PACE-PD VO/LSO presence. Two LSO meetings – Dhandla and Sial- were held at the places designated office places for SAP-PK run AWAZ program, the offices were full of AWAZ posters, awareness material and very visible sign board – AWAZ.

## 6.2 MANAGEMENT FACTORS

### 6.2.1 Project Management

*Finding: Necessary organizational changes were made and mostly in place*

PACE-PD Project required to devolve an integrated organizational strategy to ensure operational efficiency within the organization.

*Finding: The recent consolidation of programs and management restructuring has streamlined management processes.*

The office is located in a middle of the town is spacious and functional and provides a good working environment for all levels of staff. The only thing missing is project identification sign on the main Gadola Road, in the street and on the house.

Around 25% program staff including PM hail from Mardan (KP) another 50% from Bhakkar and remaining 25% from other south Punjab districts.

*Finding: The pace of implementation is generally on track, despite delays and distractions at the time of inception.*

It is remarkable that the project delivery pace and intermediate results are still where they should be at this mid-point of the project, in spite of the considerable delays in inception phase activities. This is despite the fact that work plans, activity manuals and compliance protocols had to be developed from the scratch; and existing staff needed to be oriented and additional staff had to be hired and trained.

The current management is able to imbue its professional work with a ‘culture of values and integrity’, and follows a hard nose strategy, to improve the quality and effectiveness of its services.

Building on its core strengths, the organization is retooling itself for its next set of challenges. Had to significantly improve the quality of community organizations in terms of inclusion, sustainability, effectiveness, and depth of coverage—by incentivizing good performance and making project support conditional upon communities.

The MTR recognizes clear thinking on the part of the new leadership, and good coordination with existing LSOs, as well as with key stakeholders and sponsors, including the government at district level.

### 6.2.2 Solo Flight or Partnerships

*Finding: PACE-PD is a small short term solo flight in the presence of half –a dozen*



*development initiatives by more strong and long term program based NGOs.*

A strong finding of this MTR mission is that “PACE-PD is a small, short term solo flight” in the presence of half –NRSP, CHIP, Khushhali Bank, Doaba Foundation, SAP-Pk and Awam Dost Foundation. All working in their own capacity as well as developing partnership with each other and have edge over the PACE-PD in terms of visibility, infrastructure development, services level and working with the local administration.

### **6.2.3 Appropriate Human Resource Utilization**

***Finding:*** *The project is adequately resourced with experienced managers and expert staff at all levels. But since the project is moving fast towards end date, will gradually relieve the staff.*

The status of deployment and utilization of appropriate human resources has been discussed in relevant sections under specific components in the report. Overall, the MTR team feels that there appears to be an underlying shortage of experienced and professional resources for feasibility assessment of some projects and activities, and also in the important area of design and provision of training.

### **6.2.4 Gender Policy**

***Finding:*** *Adding a thought leader for this cross-sectoral theme to the senior management team will be a good idea*

Addressing gender dimension of poverty is an integral part of Project Framework and all project components and activities. All community level institutions are required to explicitly demonstrate gender equality commitments in their policies, programs and operational activities, including gender segregated monitoring and reporting.

In project implementation and management, gender mainstreaming is integrated as a cross-cutting theme, requiring all project units and staff members to equally contribute to this objective. The MTR team found this commitment reflected in all implementation processes. The organization is committed to ensuring equal regard to gender in its recruitment and staff development policies, maintaining a reasonable balance in gender at Project office. Currently women account for 50% of Social mobilization staff and over 30% of the overall project staff.

### **6.2.5 Compliance and Financial Prudence**

***Finding:*** *financial management procedures governing PACE-PD project appear to be centralized at IRSP Head quarter at Mardan. Whether and how this arrangement provides significant confidence to the funding partners and the donor is not known?*

The longer term experience of this consultant working with and for the development sector, finds Financial Management Procedures of PACE-PD project a “*specific*” where all controls are concentrated at IRSP head quarter and PACE-PD project activities are financed through informal means. The system lack procedural financial controls, corporate governance standards and internal audit.

In general practice the financial reports to the Donor are attached with the progress report of each component. This type of progress reports keeps the funding partners in close touch with developments, and making it easier to visualize the substance of textual progress reporting and provide a basis for relevant questions to deepen understanding of issues and progress, and can facilitate the program partners for taking decisions on program adjustments that may need to be made at the mid-term of a project.

### **6.2.6 Management Information System (MIS)**

The project is void of any MIS system or web connectivity from where one can get required information on the project. The CO/VO/LSO level data is only available in the hard file or some basic information on personal computers of the SOs. The project MP maintains his own activity record on his personal computer so is the project administrative officer.

## **Chapter:7 RECOMMENDATIONS**

### **a) Withdrawal Strategy:**

In the presence of other long-term program based development NGOs It is strongly recommended that IRSP design and implement a withdrawal strategy for the PACE-PD project with special emphasis on partnership with some like-minded NGO for sustainability of social capital developed and operation and maintenance of infrastructure developed under the project.

### **b) Gender Equity:**

Project sufficiently adhere the principles of gender equality both in management and social mobilization, there is a need to develop, train and support some local thought leader for the post PACE-PD project. It is recommended that IRSP develop on thought leader on gender equity and cross sectoral themes. Adding a thought leader from one of its local female Social organizers will be a good idea.

### **c) Social Capital:**

The project already invested enough resources in developing social capital of 13000 plus CO/VO/LSO members. All these efforts should not be dumped in the hard files at the end of the project period in December 2016. It is recommended that the project develop a MIS and for this social capital by adding more social and vital indicators. The MIS will help impact assessment at the end of the project.

### **d) Compliance and prudence :**

Project witnesses major compliance and prudence issues. Financial management procedures governing PACE-PD project appear to be centralized at IRSP Head quarter at Mardan. At the project district the project related transactions are made through informal channels or cash transactions. This is against the compliance and prudence set by the government of Pakistan. Whether and how this arrangement provides significant confidence to the funding partners and the donor is not known? It is recommended that the financial procedures and major financial allocations be known to at least to the LSOs.

### **e) Training in Financial Management:**

The LSOs and VOs should be provided training in financial management of the CPIs and maintenance of bank accounts for the community organization. This is important before starting construction of physical infrastructure in the project area.

### **f) Successor Institutions:**

LSOs can be ideal conduits for channeling development services to their constituencies from multiple sources. LSOs can also be viewed the “successor” institutions of IRSP in terms of

transferring mature programs to these entities for better results at lower costs. These program may include social mobilization, financial audit of CO/ VOs, besides training them in policy advocacy, service mediation and delivery facilitation, and market linkages.

**g) Project Visibility:**

The project visibility so far has been at minimal. The visibility enhances ownership and commitment of community organizations. To augment visibility IRSP should invest some resources in preparing Communication material (sign boards, project related information brochures, posters etc) and place it at least at VOs offices.

**h) Turning challenges into Opportunities:**

The challenges that IRSP facing in the project UCs allowed it to think out of the box and leverage existing resources. The major challenge is what to do with the social capital generated, beyond December 2016.

The IRSP should find out a solution to satisfy maximum number of COs and VOs. The way forward is to a) reduce the size of the CPI; b) Introduce 25-30% community share in the capital cost; c) raise the issue with the EU to enhance the cost of CPI component, if possible; d) chip in other donors to contribute in CPI –Such as PPAF; e) coordinate with the local Government institutions – PHED, health and Education - to initiate projects with the VOs/LSOs.

The IRSP CPI Coordinator, while designing any CPI intervention for a specific community should also discuss whether project will benefit larger community beyond the CO members, is it sustainable and serve the vulnerable sections of the community.

**i) Inclusion and vulnerability:**

IRSP did not conducted PSC or used any criteria for membership of marginalized and poorest of poor in the community organizations. To ratify this overlooked aspect, IRSP at this stage could administer PSC and establish the ratio of poor/ poorest among the CO members. This exercise will help to show poverty targeting for infrastructure beneficiaries and some justification for end project report.



## ANNEXES

### Annex -1 :MTR Sample and meeting schedule

On Tuesday, October 13, 2015 7:55 AM, Rana Sarwar <sarwarrana@hotmail.com> wrote:  
This for information to Sabawan

Dear Majid Ali

Project manager PACE-PD Bhakkar

Thank you very much for your support and hospitality that you and your staff extended during my reconnaissance visit to Bhakkar.

We agreed on

a) Detailed MTR visit during the 4th Week of October ( 26-30) 2015. and

b) IRSP will send me the baseline report as well as UC level profiles during this week, and

C) the consultant will send IRSP the detailed program for MTR activities.

The MTR activity program is as under

#### **26th October - Review of program implementation with CD staff.**

- all CD staff should be present in the meeting at IRSP meeting hall.
- Review will be made on each UC bases with the respective staff exclusively
- EACH UC level staff /group will present
  - complete UC level report that will include - list of all village with population data from district census reports - population projections
  - list of allied settlements with each village,
  - number of villages covered
  - complete data on male and female CO, VOs and LSO ( hard and soft copies)
  - List of CO, VO, LSO members participated in each training provided
  - A 1-2 hour separate session with each group will be held (total 4 sessions) choice of group selection and time will be with the Consultant.
  - Each group presentation will follow a question answer session

#### **27th October - meetings with CO,VOs and LSO at Dhandla**

- IRSP will organize a meeting place at some central place in Dhandla UC
- The meeting place should be some exclusive place to hold working sessions with proper siting place board and charts and free of interference any influential.
- Three sessions will be held at Dhandla -

1) at least 4 male and 4 female COs meetings maximize members participants. At least 50% COs from the other neighboring villages

2) Alternatively select two villages for 2 male and 2 female COs meetings

3) two VO meetings will be held after the COs meetings and here the same rules will apply - all members participation- male and female - the presence of CO members in above meetings is must as they will present the report on what happened in CO meetings.

4. Last exclusive session will be held with LSO - all member participation (half an hour)

#### **28th October - meetings with CO,VOs and LSO at UC Sial**

- IRSP will organize a meeting place at some central place in Sial UC
- The meeting place should be some exclusive place to hold working sessions with proper siting place board and charts and free of interference any influential.

- Three sessions will be held at Sial -

1) at least 4 male and 4 female COs meetings maximize members participants. At least 50% COs from the other neighboring villages

2) Alternatively select two villages for 2 male and 2 female COs meetings

3) two VO meetings will be held after the COs meetings and here the same rules will apply - all members participation- male and female - the presence of CO members in above meetings is must as they will present the report on what happened in CO meetings. (one hour session)

4. Last exclusive session will be held with LSO - all member participation (half an hour)

### **29th October - meetings with CO,VOs and LSO at Shahani ( Tentative )**

IRSP will organize a meeting place at some central place in Dhandla UC

- The meeting place should be some exclusive place to hold working sessions with proper sitting place board and charts and free of interference any influential.
- Three sessions will be held at Dhandla -

1) at least 4 male and 4 female COs meetings maximize members participants. At least 50% COs from the other neighboring villages

2) Alternatively select two villages for 2 male and 2 female COs meetings

3) two VO meetings will be held after the COs meetings and here the same rules will apply - all members participation- male and female - the presence of CO members in above

4. Last exclusive session will be held with LSO - all member participation (half an hour)meetings is must as they will present the report on what happened in CO meetings.

### **30th October - Staff meeting to present missing data and Debriefing**

1. Detailed session with the CD staff - in which CD staff members ( UC team) will submit their written report on the MTR process in their respective UC and also provide /complete missing information on UC profile and Community organisations .
2. Debriefing to the project staff

I hope the IRSP Bhakkar project management have enough time to manage this program and the advance information will help keeping the staff on the work station.

Rana Sarwar

Sent from Windows Mail

## Annex-2: Population, Voters and Community Organizations by Project UCs

		Union Council				
	Union Council	Sial	Gadola	Kachi Shahani	Dhandla	Total
<b>Population</b>	<b>Total (Estimated)</b>	<b>39643</b>	<b>33500</b>	<b>33060</b>	<b>41584</b>	<b>147787</b>
	<b>Male</b>	20643	17420	16860	21210	76133
	<b>Female</b>	19000	16080	16200	20374	71654
	<b>No. of Households</b>	<b>5100</b>	<b>5000</b>	<b>5100</b>	<b>5940</b>	<b>21140</b>
	<b>Average Household Size</b>	<b>8</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>
	<b>No of Villages</b>	<b>11</b>	<b>21</b>	<b>18</b>	<b>13</b>	<b>63</b>
<b>Voters</b>	<b>Total</b>	<b>9708</b>	<b>10740</b>	<b>10215</b>	<b>10717</b>	<b>41380</b>
	Male	5395	6147	5766	5974	23282
	Female	4313	4593	4449	4743	18098
<b>Community Organizations Formed</b>						
	<b>No. of COs Formed</b>	<b>154</b>	<b>156</b>	<b>150</b>	<b>152</b>	<b>612</b>
	<b>Total members</b>	<b>2974</b>	<b>2682</b>	<b>2443</b>	<b>3208</b>	<b>11307</b>
	<b>COs ----No of Male Cos</b>	<b>90</b>	<b>93</b>	<b>85</b>	<b>90</b>	<b>358</b>
	<b>Members</b>	<b>1700</b>	<b>1674</b>	<b>1343</b>	<b>1691</b>	<b>6408</b>
	<b>No of Female Cos</b>	64	63	65	62	254
	<b>Members</b>	<b>1274</b>	<b>1008</b>	<b>1100</b>	<b>1517</b>	<b>4899</b>
	<b>VOs--- Formed</b>	11	21	18	13	63
	<b>Members</b>	308	312	300	304	1224
	<b>LSOs--Formed</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>4</b>
	<b>Members</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>20</b>
<b>Coverage</b>	<b>CO members as % of total Households</b>	<b>58%</b>	<b>54%</b>	<b>48%</b>	<b>54%</b>	<b>54%</b>
	<b>Co members as % of total Voters</b>	<b>31%</b>	<b>25%</b>	<b>24%</b>	<b>30%</b>	<b>27%</b>

**Sources** :Population estimates from Punjab Development Statistics, Voters by Punjab Election Commission, COs formed by PACR –PD project and Coverage calculated by the consultant.

**Annex-3: Sample of UC profile prepared by IRSP in Bhakkar**

**Villages' profile  
of  
Union Council Dhandla**  
Prepared by:  
Mr. Shah Fahad  
Ms. Fozia Khattak

**1- Village Profile**

**Revenue village: (1) Jhook Faqir Ata Muhammad**

Hamlets: 6 Garah Noon, Gharbi Nehray, Chah Thind wala, basti Sheikhan Wali, Chah Channar,

**Population/ Households: 1950/ 278.**

**Total Land/Hctrs:**

**Basic Facilities:**

Education:	Primary	Middle	High	Private
Boys:	1	0	0	1
Girls:	1	0	0	1
<b>Health: BHU</b>		<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
		0	0	0
<b>Veterinary :</b>	<b>Nil</b>			

**Roads:** The condition for the access roads is good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** Baloch, Paloya, Thind, Channar, Nara

**Development Partners: NRSP,CHIP,MULSIM AID, SAP.**

**General Observation:**

**2.VILLAGE PROFILE**

**Revenue village: (2) Bait Makhi wala**

Hamlets: 3 Basti Chandia, Dera Israa, Basti lakhu.

**Population/ Households: 1159/165**

**Total Land/Hctrs:**

**Basic Facilities:**

Education:	Primary	Middle	High	Private
Boys:	NILL			
Girls:	NILL			
<b>Health: BHU</b>		<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	0	2
<b>Veterinary :</b>	<b>Nil</b>			

**Roads:** The condition for the access roads is good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** Baloch, Syed, Israa, Lahori,

**Development Partners: NRSP,CHIP,MULSIM AID, SAP.**

**General Observation:**

**3.VILLAGE PROFILE**

**Revenue village: (3) Bharmi chiragh shah**

Hamlets: 5

**Population/ Households: 2158/308**

**Total Land/Hctrs:**

**Basic Facilities:**

Education:	Primary	Middle	High	Private
Boys:	1	0	0	0
Girls:	1	0	0	1
<b>Health: BHU</b>		<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	0	1
<b>Veterinary :</b>	<b>Nil</b>			



**Roads:** The condition for the access roads is good.  
**Major Crops:** wheat, Cotton, Sugarcane & mungi  
**Major Casts:** Baloch, Syed, Dhandla, Kamb, Lahori, Awan.  
**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.  
**General Observation:**

**4. VILLAGE PROFILE**

**Revenue village: (4) Bharmi Nawab**  
 Hamlets: 3 Basti Chandia, Dera Israa, Basti lakhu.  
**Population/ Households:** 3771/538  
**Total Land/Hctrs:**

**Basic Facilities:**

Education:	Primary	Middle	High	Private
Boys:	1	0	1	2
Girls:	1	1	0	
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	1	0	0	3

**Veterinary :** Nill

**Roads:** The condition for the access roads is not good.  
**Major Crops:** wheat, Cotton, Sugarcane & mungi  
**Major Casts:** Baloch, Syed, Dhandla, Mohanay, Dhool,  
**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.  
**General Observation:**

**5. VILLAGE PROFILE**

**Revenue village: (5) Dhandla**  
 Hamlets: 11  
**Population/ Households:** 10604/1514  
**Total Land/Hctrs:**

**Basic Facilities: Nill**

Education:	Primary	Middle	High	Private
Boys:	3	1	1	1
Girls:	4	0	0	0
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	1	1	0	3

**Veterinary :** Nill

**Roads:** The condition for the access roads is not good.  
**Major Crops:** wheat, Cotton, Sugarcane & mungi  
**Major Casts:** Baloch, Syed, Dhandla, Lakha, Kumhar, Faqeer,  
**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.  
**General Observation:**

**6. VILLAGE PROFILE**

**Revenue village: (6) Bhir Rasheed Shah,**  
 Hamlets: 10  
**Population/ Households:** 4358/622  
**Total Land/Hctrs:**

**Basic Facilities:**

Education:	Primary	Middle	High	Private
Boys:	2	0	0	2
Girls:	1	0	0	0
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	1	1

**Veterinary :** Nill

**Roads:** The condition for the access roads is good.  
**Major Crops:** wheat, Cotton, Sugarcane & mungi  
**Major Casts:** Bhatti, Channar, Rathi, Sheikh, Gumb, Sial, Baloch,  
**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.  
**General Observation:**

**7. VILLAGE PROFILE**

**Revenue village: (7) Hammu Wala**

Hamlets: 9

**Population/ Households: 9059/1294**

**Total Land/Hctrs:**

**Basic Facilities:**

<b>Education:</b>	<b>Primary</b>	<b>Middle</b>	<b>High</b>	<b>Private</b>
Boys:	4	2	1	2
Girls:	4	0	0	1
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	1	1

**Veterinary :** Nil

**Roads:** The condition for the access roads is not good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** Dhandla, Ravana, Dhool, Dhoodi,

**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.

**General Observation:**

**8.VILLAGE PROFILE**

**Revenue village: (8) Razai Shah**

Hamlets: 7

**Population/ Households: 2709/387**

**Total Land/Hctrs:**

**Basic Facilities:**

<b>Education:</b>	<b>Primary</b>	<b>Middle</b>	<b>High</b>	<b>Private</b>
Boys:	2	0	0	0
Girls:	2	0	0	0
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	0	2

**Veterinary :** Nil

**Roads:** The condition for the access roads is good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** Baloch, Kumhar, Darkhan Mochi.

**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.

**General Observation:**

**9.VILLAGE PROFILE**

**Revenue village: (9) Moza Sheikhani**

Hamlets: 6

**Population/ Households: 3457/493**

**Total Land/Hctrs:**

**Basic Facilities:**

<b>Education:</b>	<b>Primary</b>	<b>Middle</b>	<b>High</b>	<b>Private</b>
Boys:	3	0	0	0
Girls:	2	1	0	0
<b>Health:</b>	<b>BHU</b>	<b>RHC</b>	<b>Dispensary</b>	<b>P/Clinics</b>
	0	0	0	4

**Veterinary :** Nil

**Roads:** The condition for the access roads is good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** Gasora, Syed, Dhol, Baloch, Paloya,

**Development Partners:** NRSP,CHIP, MULSIM AID, SAP.

**General Observation:**

**10.VILLAGE PROFILE**

**Revenue village: (10) Khanani**

Hamlets: 7

**Population/ Households: 2284/326**

**Total Land/Hctrs:**

**Basic Facilities:**

<b>Education:</b>	<b>Primary</b>	<b>Middle</b>	<b>High</b>	<b>Private</b>
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Boys:	1		0		0		0
Girls:	1		0		0		0
<b>Health:</b>	<b>BHU</b>		<b>RHC</b>		<b>Dispensary</b>		<b>P/Clinics</b>
	<b>0</b>		<b>0</b>		<b>0</b>		<b>1</b>

**Veterinary :** Nil

**Roads:** The condition for the access roads is well but soling is not available. good.

**Major Crops:** wheat, Cotton, Sugarcane & mungi

**Major Casts:** \_Baloch, Maachi, Kortany

**Development Partners:** NRSP,CHIP,MULSIM AID, SAP.

**General Observation:**