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BRACE Theory of Change Assignment

8 September to 30 July 2021

Report on the Concluding Workshop

Quetta, 14-15 July 2021

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TABLE OF CONTENTS

Abbreviations 4
Executive Summary 5
1. INTRODUCTION TO THE THEORY OF CHANGE ASSIGNMENT 8
1.1. OBJECTIVE AND CONTRIBUTION OF THE ASSIGNMENT 8
1.2. OVERALL PROCESS 8
2. WORKSHOP THEMES AND STRUCTURE 10
2.1. ELEMENTS AND AIMS OF PROGRAMME DESIGN 10
2.2. CURRENT STATUS IN RELATION TO DESIGN 10
2.3. CHALLENGES AND OPTIONS FOR THE WAY AHEAD 11
3. WORKSHOP SESSIONS 12
3.1. DAY 1, SESSION 1 12
3.1.1. Opening Remarks 12
3.1.2. Presentations by the Theory of Change Expert 12
3.2. DAY 1, SESSION 2 15
3.2.1. Presentation by the Rural Support Programmes 15
3.2.2. Presentation by the Technical Assistance Team 16
3.3. DAY 1 DISCUSSION 17
3.4. DAY 2 SPEECHES AND DISCUSSION 18
ANNEXES
ANNEX 1: DRAFT WORKSHOP PROGRAMME 21
ANNEX 2: WORKSHOP PARTICIPANTS 23
ANNEX 3: WORKSHOP PRESENTATIONS 24
ANNEX 4: PICTORIAL 40

Abbreviations

AD	action document
BRACE	Balochistan Rural Development & Community Empowerment Programme
BRSP	Balochistan Rural Support Programme
CO	community organisation
COVID-19	coronavirus disease 2019
CIF	community investment fund
CPEC	China-Pakistan Economic Corridor
CPI	community physical infrastructure
DoA	description of the action
EC	European Commission
ER	expected result
EU	European Union
GDP	gross domestic product
GoB	Government of Balochistan
IGG	income-generating grant
JDDC	Joint District Development Committee
LG&RDD	Local Government and Rural Development Department
LSO	local support organisation
NRSP	National Rural Support Programme
P&DD	Planning and Development Department
PFM	public financial management
PSC	poverty score card
PSDP	public sector development programme
PWDs	persons with disability
RSP	Rural Support Programme
RSPN	Rural Support Programmes Network
SDGs	Sustainable Development Goals
SO	strategic objective
SWAp	sector-wide approach
TA	technical assistance
ToRs	terms of reference
TVET	technical and vocational education and training
VO	village organisation

Executive Summary

Objective and Contribution of Theory of Change Assignment

This workshop was the last step in the theory of change (ToC) assignment, which was undertaken during September-November 2020 at the request of the European Union Delegation (EUD). The ToC was required to build on the intervention logic described in the action document (AD) of the Balochistan Rural Development & Community Empowerment (BRACE) Programme in accordance with European Union (EU) technical guidance. The parameters for the assignment were established so as to faithfully present the design of the programme without offering an assessment or recommendations for changes.

The intervention logic[1] is expected to contribute to BRACE in a number of ways:

- Intervention logic provides a ***better description than a log frame of how an intervention is expected to lead to results.***
- The opportunity framework described in the intervention logic ***provides a solid grounding in the context,*** which has witnessed several important changes since BRACE was designed.
- The intervention logic will ***facilitate assessments of BRACE*** by the EU's external monitoring mission (EMM) and the BRACE mid-term review (MTR), and will feed into a BRACE Programme EXIT Strategy with clear recommendations on the way forward and future designs.
- The assignment's deliverables and process ***help identify challenges and options*** for the remainder of the programme duration and beyond. This will ***help structure policy dialogue*** among the implementing partners (IPs), the Government of Balochistan (GoB) and the EU.

Overall Process

The technical assistance (TA) team engaged a ToC Expert who worked with a 13-member ToC Working Group and six other stakeholders representing the GoB and the IPs. The expert provided stakeholders handouts at the start of the process for clarifying technical concepts and the overall approach. During the process, the expert invited the stakeholders to provide feedback on the updated context and their understanding of the BRACE intervention logic. It is concluded that: ***The resulting intervention logic remains fully aligned with the design documents and identifies critical assumptions based on the enabling and hindering factors.***

As the last step of the ToC assignment, a 1½-day concluding workshop for 27 participants, including representatives of the EUD, GoB and IPs, was held in Quetta on 14-15 July 2021. The workshop aimed **to develop a common understanding of programme design and identify challenges and options for the way forward during and beyond the project duration.**

NOTE: ***The workshop was not expected to generate conclusions and recommendations. It is, however, expected to facilitate policy dialogue,*** for which the EUD, in consultation with the IPs, will sketch out the issues and process in the near future.

The workshop was structured around three key questions and associated sub-questions. Presentations, discussion and speeches addressed the themes pursued through the key questions:

- important elements of programme design and what they aim to achieve;
- current status of the programme in relation to its design and the enabling and hindering factors responsible for this; and,
- challenges and options for the way ahead to 2022 (and beyond), assuming that BRACE continues with its present objectives and expected results.

Challenges and Options for the way forward

Mr Arshad Rashid, the EUD's Development Adviser for rural development, noted that the programme design is inspired by the idea of citizen-state engagement in Balochistan. He felt, however, that the strategic and transformational concept and depth of the BRACE concept had been lost with the passage of time, which was unfortunate. There is an opportunity now to look at the concept with the help of the ToC report, the mid-term review (MTR) and the three reports of the external monitoring mission (EMM)

[1] Although the terms "theory of change" and "intervention logic" may be used interchangeably, the EU prefers "intervention logic".

in hand.

Mr Rashid offered the thought that the ownership of the BRACE programme had not been very strong. As BRACE is getting a no-cost extension, there is time to engage with the more substantive aspects of the programme. The workshop provides a good opportunity to consolidate ideas and approaches and will hopefully lead to a better understanding and stronger GoB ownership of the programme.

Referring to key aspects of programme design, Dr Tariq Husain, the ToC Expert, highlighted the EUD's perspective:

- BRACE has to pave the way for a "sector-wide approach (SWAp) for support to rural development through community-led local development".
- For that, the GoB has to meet the criteria for budget support.
- A policy is needed for the government to fund communities for their village development plans using SWAp and government funds throughout the province, ensuring a sustainable and institutionalised approach, with social mobilisation needed throughout the province through suitable entities.

The ToC Expert also noted that rural development is not a well-defined sector and does not appear in the government's public sector development programme. It is a multi-sector concept and implemented in the past through inter-departmental area development initiatives coordinated by the Planning and Development Department. In view of the cost, these were limited rather than province-wide initiatives.

Mr Arsalan Karim made a presentation on behalf of the TA Team, noting that:

- An operational definition of community-led development is needed, clarifying whether it is envisaged through elected local government representatives and/or community institutions.
- An operational definition of rural development is also needed and is to include the productive sectors.
- At present, the government's planning and financing system has no scope for community involvement as envisaged in the BRACE design.

Ms Shandana Khan (Chief Executive Officer of the Rural Support Programmes Network) felt that BRACE is not a new idea as the Rural Support Programmes (RSPs) have been involved in organising rural communities to collaborate with the GoB. She mentioned the effectiveness of the BRACE programme and the impact it is expected to deliver to Balochistan. The strength of the RSPs is their outreach but the question is how to regularise the RSPs' involvement and empower the district administration to improve service delivery to the communities.

Mr Peter Portier (Team Leader, TA Team), observed that the RSPs are involved in empowering the demand side, while the TA Team is involved with the GoB to ensure that the supply side is able to cater to the needs of the demand side. He emphasised that a future sector-wide approach would place the GoB in the driving seat and funds could be channelled to the communities through the GoB. He saw a way forward where the local government system drives local development at the grass roots level and the RSPs are engaged as support mechanisms complementing the GoB where they have the expertise.

Mr Agha Ali Javad (General Manager, National Rural Support Programme), observed that the BRACE programme has helped to increase the coverage of social mobilisation in the province through well designed objectives and activities. He applauded the work of the EMM and MTR and considered their recommendations to be very helpful to target the bottlenecks and improve delivery. At the same time, he noted that the Government of Pakistan's Ehsaas Programme and interest-free loan schemes tend to promote dependency and reduce the people's demand for BRACE grants and loans.

Mr Ali Dastgeer (Team Leader, EMM) commented on two particular drivers of the sustainability of community institutions, namely, community physical infrastructure schemes and the community investment fund, which is a revolving fund for interest-free loans for income generating activities. He stated that the EMM had found weaknesses in both, which undermined the sustainability of community institutions. Mr Rashid offered the thought that the RSP approach is important and could be improved by the RSPs themselves.

Mr Ali Dastgeer (Team Leader, EMM) joined the workshop remotely and commented on two particular drivers of the sustainability of community institutions, namely, CPIs and the community investment fund (CIF), which is a revolving fund for interest-free loans for income generating activities. Regarding CPI

schemes, the problem is that the processes are inadequate, the quality poor, capacity of the engineers weak and poor engagement of communities in implementation, operation and maintenance. The problems facing the CIF include: poor feasibilities; lack of involvement of LSOs, district and field unit staff in CIF management; and repayment problems, including a worrisome situation in some areas. He warned that this was a problem which would get out of control if not reined in.

Mr Abdullah Khan, Secretary (Implementation), Planning and Development Department, made the point that the GoB lacks ideas and not resources and is aware of its priorities. He was of the view that the GoB needs to learn what needs to be done, where and when to enable a proactive governance model. Policy does not translate adequately into action and, therefore, GoB interventions and development cooperation need to focus on outputs and outcomes.

In his closing remarks, Mr Rashid expressed his satisfaction with the discussions at the workshop in terms of identification of issues for improvement. He recommended that there should be more frequent meetings of this nature. He also underscored the need for GoB inclusion and pledged that the EUD will be more active in its outreach activities. He emphasised that the EU wants to see the GoB in the lead, and the GoB will decide the future programme modality and operational aspects.

1. INTRODUCTION TO THE THEORY OF CHANGE ASSIGNMENT

1.1. OBJECTIVE AND CONTRIBUTION OF THE ASSIGNMENT

The theory of change (ToC) assignment was undertaken during September-November 2020 at the request of the European Union Delegation (EUD). It was required to build on the intervention logic described in the Action Document (AD) of the Balochistan Rural Development & Community Empowerment (BRACE) Programme in accordance with European Union (EU) technical guidance. The parameters for the assignment were established so as to faithfully present the design of the programme, as described in the AD, the Description of the Action (DoA) documents prepared by the Rural Support Programmes (RSPs), the terms of reference (ToRs) of the technical assistance (TA) Team, and the revised log frame of 2020.

The intervention logic[2] is expected to contribute to BRACE in a number of ways:

- Intervention logic provides a ***better description than a log frame of how an intervention is expected to lead to results in the prevailing context.*** The completed document includes an updated assessment of the opportunity framework (enabling and hindering factors) and captures the dynamics from expected results (outputs) to strategic objectives (outcomes) and the overall objective (impact).
- The opportunity framework ***provides a solid grounding in the context,*** which has witnessed several important changes since the programme was launched in 2017. These include the installation of new national and provincial governments (August 2018), the ongoing macro-economic stabilisation programme (launched in July 2019), the coronavirus disease 2019 (COVID-19) pandemic, declining economic growth, rising inflation, increasing poverty, activities of the China-Pakistan Economic Corridor (CPEC), and the pursuit of the Sustainable Development Goals (SDGs).
- The intervention logic will ***facilitate assessments of BRACE*** by the EU's external monitoring mission (EMM) and the BRACE mid-term review (MTR). It will also ***facilitate self-assessment*** by the implementing partners (IPs).
- The assignment's deliverables and process ***help identify challenges and options*** for the remainder of the programme duration and beyond. This will ***help structure policy dialogue*** among the IPs, the Government of Balochistan (GoB) and the EU.

1.2. OVERALL PROCESS

The assignment was driven by EU's technical guidance on intervention logic, a participatory process for engaging the stakeholders, and a comprehensive review of relevant documents. The TA Team prepared the ToRs in consultation with the IPs to support the requirements of the EUD. Thereafter, the process included interaction with a 13-member ToC Working Group and six other stakeholders mobilised for participating in the process. The ToC Expert engaged by the TA Team with the approval of the EUD provided stakeholders seven handouts in two batches at the start of the process for clarifying technical concepts and the overall approach.

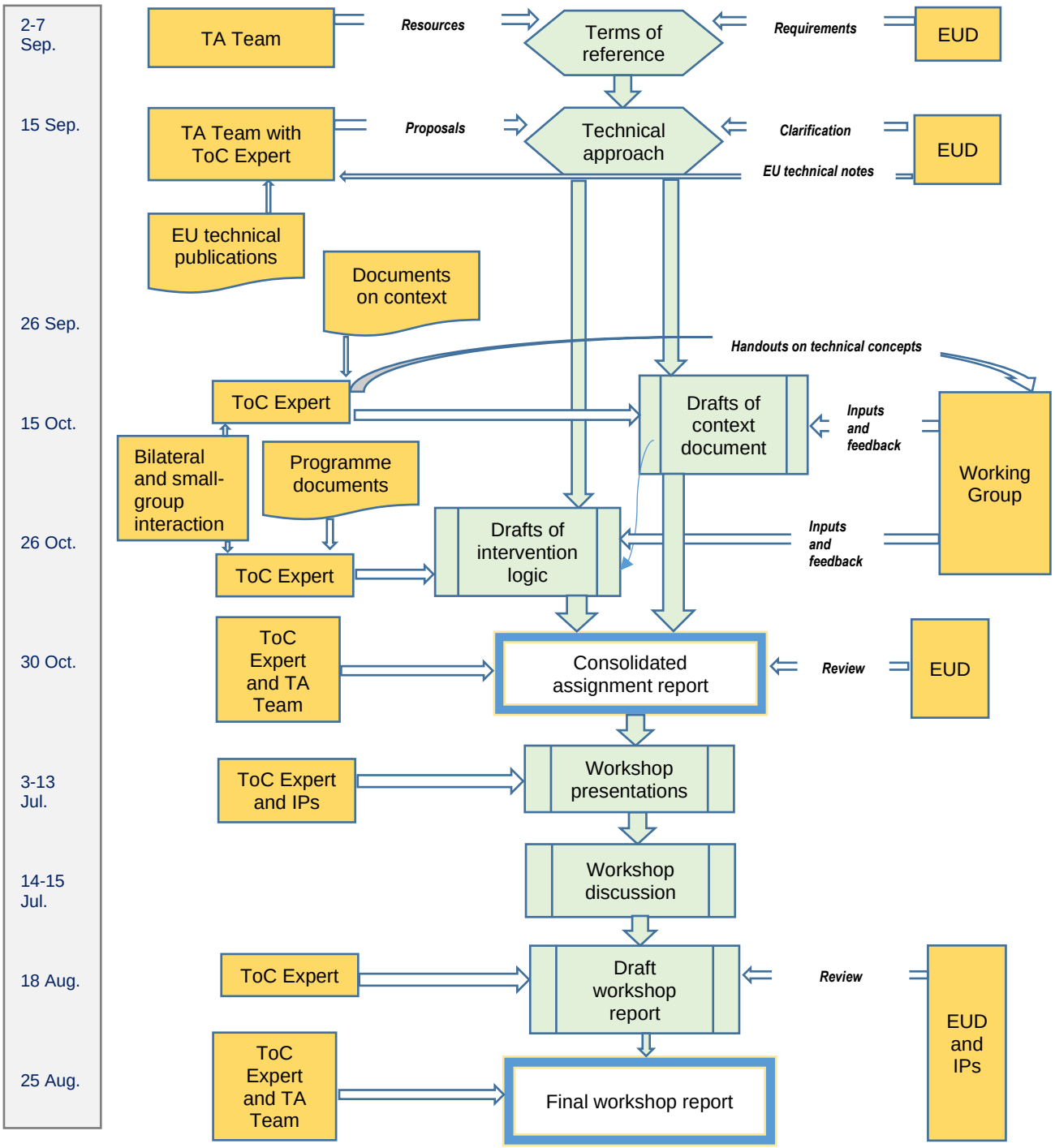
The ToC Expert then proceeded to prepare two stand-alone documents, one on the updated context and the other on the intervention logic, which were subsequently merged into one report. During the process, the ToC Expert invited the stakeholders to provide feedback on the updated context and intervention logic documents. All 19 stakeholders contributed to the process. The resulting intervention logic is fully aligned with the design documents. It identifies critical assumptions based on the enabling and hindering factors and traces the links between and within levels of results (outputs, outcomes and impact), something that is not visible in a log frame.

As the last step of the ToC assignment, a 1½-day concluding workshop for 27 participants, including representatives of the EUD, the Government of Balochistan and implementing partners, was held in Quetta on 14-15 July 2021. The workshop aimed to develop a common understanding of programme design and identify challenges and options for the way forward during and beyond the project duration. The workshop programme is described in Annex 1 and the list of participants is provided in Annex 2.

The process described above is illustrated in Figure 1.

[2] Although the terms "theory of change" and "intervention logic" may be used interchangeably, the EU prefers "intervention logic".

Figure 1: Theory of change assignment—overall process



2. WORKSHOP THEMES AND STRUCTURE

In line with the workshop concept note approved by the EUD, the workshop was structured around three key questions, each one addressed in a half-day session. Each key question was elaborated through sub-questions. The key questions and sub-questions were shared with the participants in advance of the workshop.

2.1. ELEMENTS AND AIMS OF PROGRAMME DESIGN

Session 1 addressed key question 1: What are the important elements of programme design and what do they aim to achieve? Based on his completed work, the ToC Expert gave four presentations during Session 1, one on each of the following sub-questions:

1.1. What is the ToC or intervention logic supposed to tell us about programme design, and how is it useful for BRACE?

1.2. What are the common and dissimilar elements of the BRACE AD, the DoAs prepared by the RSPs, the ToR of the TA Team, and the revised log frame of 2020?

1.3. What is the current opportunity framework (enabling and hindering factors) for the BRACE programme?

1.4. How do we bring together the elements of design and the updated opportunity framework to construct the BRACE programme intervention logic?

2.2. CURRENT STATUS IN RELATION TO DESIGN

Session 2 discussed key question 2: Where does the programme currently stand in comparison with its design, and to what extent are the enabling and hindering factors responsible for this? The RSPs gave the first presentation in this session and the TA Team the second. Both aimed to address a common set of sub-questions:

2.1. In what ways, and to what extent, has the programme succeeded in achieving the expected results (ERs)?

2.2. In what ways, and to what extent, have achievements in the ERs contributed to strategic objective (SO) 1, SO2 and the programme's overall objective?

2.3. What factors in the opportunity framework have enabled and hindered progress? Identify the factors separately for each relevant ER, SO1, SO2 and the overall objective.

The programme's objectives and ERs, reproduced below, were provided to workshop participants for ease of reference.

Overall objective: To support the Government of Balochistan in reducing the negative impact of economic deprivation, poverty and social inequality, environmental degradation and climate change, and to turn this into opportunities to build and empower resilient communities participating actively in identifying and implementing socio-economic development activities on a sustainable basis in partnership with local authorities.

Strategic Objective 1	Strategic Objective 2
SO1: To empower citizens and communities and provide them with means enabling them to implement community-driven socio-economic development interventions, an increased voice and capability to influence public policy decision making through active engagement with local authorities for quality, inclusive, and equitable service delivery, and civic-oversight	***SO2:*** To foster an enabling environment for strengthening the capacities of local authorities to manage and involve communities in the statutory processes of the local public sector planning, financing and implementation process
ER1 (SO1): Establishment and empowerment of a three-tiered participative system of federated community organisations at community, village and union council levels capable of development needs identification & prioritisation, development planning, resource mobilisation, and execution, and operation & maintenance of community infrastructures	***ER1 (SO2):*** A dedicated policy framework, PFM reform strategy and action policy to deliver economic, environmental and social outcomes in a process involving the local authorities and communities, and its institutional arrangements for community-led development and participation in local governance processes for effective service delivery in partnership with local authorities is developed
ER2 (SO1): Increased capacity of citizens, communities and marginalised groups, particularly women, to assert	***ER2 (SO2):*** Local governments/authorities have improved capacities to become "developmental",

Strategic Objective 1	Strategic Objective 2
their rights and hold local authorities accountable by engaging them in joint participatory development planning and execution for a more relevant and efficient public service delivery	mobilise their resources to reach out communities, and systematically involve them in planning, co-resourcing and managing local development activities
ER3 (SO1): Improved access of communities, particularly women and marginalised groups, to quality public climate-resilient community infrastructures	***ER3 (SO2):*** Balochistan Rural Development Academy has acquired the necessary capacity to deliver a comprehensive capacity building programme on community-led development and local governance and build the capacities of local authorities to reach out to communities, and systematically involve them in planning, co-resourcing and managing local development activities
ER4 (SO1): Increased number of poor community members, particularly women and marginalised groups, are equipped with socio-economic opportunities	***ER4 (SO2):*** Technical and institutional capacities of implementing partners strengthened to effectively support the Government of Balochistan (GoB) in its objective of improving public service delivery
ER5 (SO1): Improved capacity of elected members of local councils at the Union Council, municipality and district level; local government authorities' staff, and officials of the line departments to involve communities in planning, co-resourcing and managing local development activities	***ER5 (SO2):*** Cross-cutting/managerial tasks are implemented in support of the project objectives and expected results
ER6 (SO1): Experiences on the ground are assessed and disseminated in order to inspire the design of the building blocks of a Local Development Policy framework	

2.3. CHALLENGES AND OPTIONS FOR THE WAY AHEAD

Session 3 aimed to address key question 3: What are the challenges and options for the way ahead to 2022 (and beyond), assuming that BRACE continues with its present overall objective, SO1 and SO2, and expected results?

This session was intended to stimulate constructive suggestions for the way ahead, some of which could be pursued actively by the stakeholders within specific time frames. The point of departure for this session was taken from the BRACE Action Document, which states on p. 2 that "this action has been designed so as to pave the way to a future Sector-wide Approach (SWAp) for support to rural development through community-led development, and thus will provide a platform to Government of Balochistan and its development partners for evolving a contextualised and harmonised approach to community-led development and local governance." The sub-questions were:

3.1. What are the factors enabling and hindering a future sector-wide approach, as envisaged in the Action Document and relevant EU guidance?

3.2. In consideration of these factors, what are the most reasonable options for the way ahead to 2022 (and beyond), assuming that BRACE continues with its present overall objective, SO1 and SO2, and expected results?

The main speakers in Session 3 came from the Planning and Development Department (P&DD) of the GoB, RSPN, NRSP, EUD and the TA Team. Speakers from the Social Welfare Department and Women Development Department could not attend due to official commitments that emerged the day before this session.

3. WORKSHOP SESSIONS

3.1. DAY 1, SESSION 1

3.1.1. Opening Remarks

The workshop started with a recitation from the Holy Quran, followed by brief self-introductions by all the participants. The ToC Expert, Dr Tariq Husain, welcomed the participants and noted that the ToC concluding workshop was the start of a consultation process among the stakeholders that will be continued in the coming months. He then handed over the floor to Mr Peter Portier, the Team Leader of the BRACE TA Team.

Mr Portier acknowledged the "invisible" preparatory work put in by the ToC Expert and Mr M. Arsalan Karim, the TA Team's Institutional Development and Capacity Building Adviser. It entailed deep thinking in analysing the design of BRACE, the intentions behind it, and what was expected from it. He expressed the hope that addressing the three key questions tabled for discussion during the workshop would shed light on these aspects of design from different perspectives, clarify where the programme stands, and lead to a discussion of issues and options.

Mr Arshad Rashid, the EUD's Development Adviser for rural development, recalled that the IPs and GoB stakeholders were involved in the interactions and discussions to better understand the BRACE Programme that resulted in the ToC report of 2020. He stated that the ToC concluding workshop was aimed, in part, at validating the findings of the report. It was also intended to engage stakeholders in an in-depth discussion on where we stand and where do we go from here.

Mr Rashid felt that the depth of the BRACE concept had been lost, which was unfortunate. The log frame, of necessity, is a bit superficial, and the recently-developed theory of change would be helpful. This is a good time to look at the ToC, as we also have the draft MTR in hand as well as three reports of the EMM.

Mr Rashid noted that programme design is inspired by the idea of citizen-state engagement in Balochistan. The union council is the lowest level of administration where citizen-state engagement is needed. The expectation is that BRACE would transition to a Sector Wide Approach (SWAp). This is an instrument through which the EU provides sector budget support throughout the world wherever it is supporting the governments of developing countries.

The EU budget support methodology focuses on channelling the sector-wide budgets through the governments. Mr Rashid expressed the hope that the ToC workshop would help in understanding the BRACE design, assess where it currently stands, and then place the stakeholders, particularly the GoB, in the driving seat to ascertain if budget support is a possibility.

Mr Rashid felt that the ownership of the BRACE programme had not been very strong. There is a need now for stronger ownership and improved coordination. We still have time to explore the broader objectives of BRACE. With the no-cost extension, there is time to engage with the more substantive part of the programme.

The workshop provides a good opportunity to consolidate ideas and approaches and will hopefully lead to a better understanding of the programme. In the process, there is a need for strategically positioning the programme's efforts. Activities and meetings that contribute to the nexus between community development and governance would be useful. The challenge is to move forward on key issues.

3.1.2. Presentations by the Theory of Change Expert

The ***first presentation*** summarised what the EUD wanted in the ToC report and how it was approached technically and within the parameters set by the EUD (refer to Session 1 presentations in Annex 3). The main points of the first presentation were:

- The EUD had asked the ToC Expert to update the context described in the AD and relate it to the BRACE design, without changing the overall objective, SOs and ERs.
- From the EUD's perspective, and based on the programme design:
    - BRACE has to move towards sector budget support, if GoB fulfils the criteria.
    - A policy is needed for the government to fund communities for their village development plans using SWAp and government funds throughout the province, ensuring a sustainable

and institutionalised approach, with social mobilisation needed throughout the province through suitable entities.

- In order to obtain budget support, GoB has to meet four standard criteria for:
  - national/sector policies and reforms;
  - stable macro-economic framework (including domestic revenue mobilisation);
  - public financial management (including domestic revenue mobilisation); and,
  - transparency and oversight of the budget.

The ***second presentation*** clarified aspects of programme design with particular reference to the design documents as well as the national context and relevant literature. It recalled that the BRACE AD says that BRACE has to "pave the way" for a "sector-wide approach (SWAp) for support to rural development through community-led local development (CLLD)".[3] It observed that in the national context:

- Rural development is not a well-defined sector and does not appear in the government's public sector development programme (PSDP). It is multi-sector and implemented through inter-departmental area development initiatives. In view of the cost, these are limited rather than province-wide initiatives.
- In the past (in various provinces), community-driven rural development had:
  - government leadership and funding channelled through P&DD, with:
  - engagement of multiple departments;
  - RSP involvement for grass roots mobilisation and community institution-building; and,
  - sizeable donor assistance.
- The PC-I modality was used. The arrangement is ad hoc and time-bound: it is evidently neither institutionalised nor sustainable.

The presentation also noted an important point conveyed to the TA Team by the EUD: we know that sometimes elected local governments are in place, and sometimes they are not; the proposed policy framework for community-driven rural development should have the flexibility to remain functional in both situations. Related to this, the ToC Expert queried whether stakeholders are interested in multi-sector rural development or the more limited local government and rural development sector.

The ***third presentation*** elaborated the current opportunity framework (enabling and hindering factors) for the BRACE programme. It recalled that Balochistan is a priority area for EU cooperation with Pakistan and rural development is a key focal sector for EU funding in the country. Moreover, the EU strategy shows a preference for budget support/SWAp, if GoB can meet the requirements, and this is an opportunity for GoB to address some of the deficiencies in its recurrent and development budgets. In addition, the new European Consensus on Development, 2017,[4] reaffirms that:

- eradication of poverty remains the primary objective of development cooperation;
- development action is aligned with 2030 Agenda/Sustainable Development Goals (SDGs); and,
- EU "values the participation of civil society organisations [CSOs] in development".

The presentation then touched upon several enabling and hindering factors. Enabling factors in the short run (up to 2022) include:

[3] "Community-led" appears much more frequently in the AD than "community-driven"; there is a point of view that these are different concepts.

[4] This and the next two bullet points are based on "The new European Consensus on Development—EU and Member States sign joint strategy to eradicate poverty" (https://www.consilium.europa.eu/en/press/press-releases/2017/06/07/joint-strategy-european-consensus-development/#:~:text=The%20new%20European%20Consensus%20on%20Development%20constitutes%20a,framework%20for%20European%20development%20cooperation.&text=In%20doing%20so%2C%20it%20aligns,for%20the%20EU%20Global%20Strategy).

- Pakistan adopted the 2030 Agenda in 2016 and GoB endorsed its SDG Framework in March 2020.
- The RSPs, supported by BRACE, offer opportunities for harnessing the people's potential, and facilitating GoB initiatives in multiple sectors with effective outreach to women, persons with disability (PWDs) and other marginalised groups.
- Federal government fiscal transfers to Balochistan constitute more 90 percent of provincial receipts, and this is guaranteed financing.
- The GoB in 2018 started implementing the Public Financial Management Reform Strategy (PFM-RS) prepared with EU assistance, which is the first step in eligibility for budget support.
- The combination of RSPs and community institutions adds resilience to government and social systems when people face welfare shocks (natural disasters, pandemic, structural adjustment).

In a longer perspective (2023-2030):

- National and provincial commitment to the SDGs extends to 2030.
- The potential for local governments to contribute to SDGs may remain untapped, but the RSPs and community institutions offer opportunities for partnership with GoB.
- The gross domestic product (GDP) growth rate is expected to improve incrementally after 2022.
- Large China-Pakistan Economic Corridor (CPEC) infrastructure projects are expected to be completed, leading to improved economic and employment prospects in parts of province.

Hindering factors in the short run include:

- The political environment in the country is highly acrimonious and the security situation, which had been improving, is being undermined.
- Recent high levels of inflation, particularly food inflation in rural areas, have sapped the spirit and resources of public, affecting resilience highly adversely
- GDP decreased by 1.5 percent in fiscal year 2019-20 (an estimated 2-6 percent in Balochistan) and low growth is projected during the remainder of the programme period.
- Poverty in Balochistan is projected to rise to unprecedented levels.
- The local government system is in a state of flux for various reasons (including census-related ones.)
- The operating environment for CSOs, RSPs and community institutions has worsened since 2018; however, the RSPs and the TA Team are working with GoB to mitigate the adverse effects.

In a longer perspective (2023-2030):

- Balochistan has a high population growth rate of 3.37 percent per annum.
- There is increasing throw-forward in the PSDP, leaving diminishing space for future development initiatives.
- Provincial and federal governments make discretionary allocations to elected representatives outside the planning and development process, which undermines rules-based mechanisms.
- GoB capacity for managing budget support and implementing large multi-sector development initiatives is likely to improve very slowly.
- Capacity for mobilising own resources from within province also likely to improve very slowly
- There is no prospect for empowered – or even strengthened – local government, given the prevailing political economy.

The ***fourth presentation*** described how the elements of design and the updated opportunity framework were brought together to construct the BRACE programme intervention logic. While the complete presentation is available in Annex 3, the ToC Expert highlighted the critical assumptions implicit in going from the respective ERs to SO1 and SO2, and from the SOs to the overall objective.

The critical assumptions for the ERs to lead to SO1 are:

- The RSPs will empower communities to implement measures to reduce poverty, inequality, social conflict, environmental degradation and vulnerability, and to articulate their demands with local authorities.
- Through SO2, the TA Team's efforts will foster an enabling environment for local authorities to involve communities in local public sector planning, financing and implementation.
- Through SO2, GoB planning, financial and implementation rules and regulations would allow local authorities to involve communities in local public sector planning, financing and implementation

The critical assumptions for the ERs to lead to SO2 are:

- The TA Team will identify and develop options for the required GoB policy framework and its implementation that are admissible under prevailing laws and government rules for inter-departmental area-based initiatives for rural development.
- The RSPs will contribute experiences on the ground with relevant insights that can be adopted for scaling up through the required policy framework and its implementation.
- The GoB will adopt workable options for the required policy framework and implementation arrangements for a community-led multi-sector rural development approach, that recognise that:
    - the RSPs are independent of the government but work in partnership with it; and,
    - the RSPs and government departments require flexibility in targets and approaches to respond to community institutions.

The overall objective overlaps with SO1 in two important ways as both call for community empowerment for socio-economic development, and partnership or engagement with local authorities. Therefore, three of the assumptions mentioned above, and identified below by (*), also hold for the SOs to lead to the overall objective. The critical assumptions leading to the overall objective are:

- The RSPs will empower communities to implement measures to reduce poverty, inequality, social conflict, environmental degradation and vulnerability, and to articulate their demands with local authorities. (*)
- The TA Team's efforts will foster an enabling environment for local authorities to involve communities in local public sector planning, financing and implementation. (*)
- GoB planning, financial and implementation rules and regulations would allow local authorities to involve communities in local public sector planning, financing and implementation. (*)
- The effects of poverty reduction interventions will outweigh the negative effects of macro-economic stabilisation programme and the COVID-19 pandemic.
- Poverty reduction among programme beneficiaries that receive income-generating interventions from BRACE in nine districts would lead to overall poverty reduction at the provincial level.

3.2. DAY 1, SESSION 2

3.2.1. Presentation by the Rural Support Programmes

This presentation was prepared by designated representatives of BRSP, NRSP and RSPN in consultation with each other. It was presented by Mr Shahnawaz Khan, Senior Manager Programmes/Team Leader, BRACE, from BRSP. The complete presentation is reproduced in Annex 3. It started with an assessment of the extent to which the programme has succeeded in achieving the ERs associated with SO1. With exceptions noted below, the presentation focused on the achievement of targets at the activity level, rather than using available evidence to assess results.

The presentation showed that the RSPs had established a three-tier participatory structure consisting of community organisations (COs), village organisations (VOs) and local support organisations (LSOs) in the nine districts of the BRACE programme area. These organisations had prepared development plans at the household, village and union council levels. The LSOs and relevant government departments were participating in joint development committees at the district and tehsil levels.

The community institutions had identified and implemented community physical infrastructure (CPI) schemes. In addition, the RSPs had made substantial progress in equipping the poor with income-generating opportunities through interest-free loans, productive grants, technical and vocational education and training, improved reading and writing skills for women, and assistive devices for PWDs. The presentation included evidence of increases in income among beneficiary groups.

This is part of the evidence on SO1 overall ("empowerment of citizens and communities to implement community-driven socio-economic development interventions"). There is also evidence that LSOs have mobilised resources and fostered productive linkages of PKR 1.9 billion from various external agencies for implementation of development interventions. Work has started on a wide-ranging gender mainstreaming strategy.

The RSPs also highlighted some of the hindering factors that have adversely affected BRACE, including:

- political instability and the security situation in the province;
- lack of government resources;
- CSOs facing a hostile environment;
- policy makers in disarray and disconnected from community perspectives on the ground;
- discretionary allocations to elected representatives destroying years of trust-building measures and civic sense in which BRACE has invested so much; and,
- the fragile security situation, particularly in the southern districts of the province.

3.2.2. Presentation by the Technical Assistance Team

This presentation was prepared by various members of the TA Team and presented by its Institutional Development and Capacity Building Adviser, Mr M. Arsalan Karim. The complete presentation is reproduced in Annex 3. It started with an assessment of the extent to which the programme has succeeded in achieving the ERs associated with SO2. With exceptions noted below, the presentation focused on the achievement of work plan deliverables, rather than assessment of results.

The TA presented first a simple quantitative percentage progress report on the five Result Areas of the TA Component. In the group discussion it was agreed that percentages on their own were not very meaningful. TA TL then explained that the TA is tasked to facilitate (policy) reforms and that descriptive process indicators would indeed be a better way to present progress. TA TL explained that the TA has made limited progress and one of the major hindering factors was the frequent absence of its Key Experts, due to work-visa delays and the 2020 lock downs. With 80% of project life passed and just over 50% of the TA KE Budget utilized, it was suggested that different TA approaches should be considered. The TA progress was reported for each ER area was summarized as follows:

- ER1- almost halfway, as the first outlines of the policy framework were being designed in GoB Working Group meetings (3 rounds conducted), A PFM reform strategy has been adopted by the GoB
- ER2, less than halfway, as capacity development of local governments/authorities is expected to start, once streamlined JDDC ToR are notified (in Q3-2021) and this will then be followed by training of the local Government authorities to learn to apply the JDDC ToR functions
- ER3 is halfway, with capacity development of the Balochistan Rural Development Academy (BRDA) scheduled in two steps, first a Capacity-Assessment Phase, which is concluded, and then the Capacity-building (CB) phase is to start (from Q3-2021). Through specific ongoing Training Events (e.g., District Coordination Course) the TA is providing "on-the-job" CB to the BRDA;
- ER4 is 70% on track, with technical and institutional capacity building of implementing partners being strengthened by RSPs, the TA will follow through with the ToC and the EXIT Strategy Assignments (Q3-Q4-2021) to institutionalize the new roles of the RSP and/CIs
- ER5 is 80% and on track, and covers the crosscutting/managerial tasks in support of project objectives and expected results and is now fairly on course with the BRACE Gender Strategy and BRACE C&V Strategy and related Actions plans formulated and annually updated.

The presentation also brought up some of the conceptual systemic challenges in understanding and implementing the SO2 Policy Reforms, with regard to some of the ERs, which are summarised below.

For ER1 of SO2, which relates to institutional arrangements for community-led development and participation in local governance processes for effective service delivery in partnership with local authorities:

- We need an operational definition of community-led development, clarifying whether it is only through elected local government representatives or also through COs, VOs and LSOs.
- We need operational definition of rural development, including the productive sectors.
- Does the GoB have resources to make service delivery more effective?

With regard to ER2 (Local governments/authorities have improved capacities to become "developmental", mobilise their resources to reach out to communities, and systematically involve them in planning, co-resourcing and managing local development activities):

- At present, the planning and financing system has no scope for community involvement as envisaged in the BRACE AD.
- Question: What is realistically possible to link public sector plans with community-based plans. Consider examples of tree plantation, immunisation, voter registration campaigns and so on.
- For ER 1 and ER 2, how could sector budget support optimise service delivery and co-resourcing between the communities and the government?

In relation to ER3 (Build capacities of local authorities to reach out to communities, and systematically involve them in planning, co-resourcing and managing local development activities):

- Consider separating two specialised and distinct domains from each other:
    - social mobilisation, community-led planning and community-managed implementation (the demand side); and,
    - departmental planning and coordination (the supply side).
- BRDA could strengthen the supply side using trainers from Pakistan with practical experience in establishing linkages between communities and line departments.

The challenges for SO2 overall (To foster an enabling environment for strengthening the capacities of local authorities to manage and involve communities in the statutory processes of the local public sector planning, financing and implementation process) include:

- Changes in the Local Government Act being considered by the provincial cabinet.
- Political economy suggests limited room for change.
- PFM reform has not yet touched local government issues.
- Efforts so far have not included rural development as a sector.
- Inter-departmental coordination for rural development needs to be worked out for sector budget support.
- Similarly, sector reforms in rural development need to be worked out.

3.3. DAY 1 DISCUSSION

Extensive discussion took place after the presentations. Mr Rashid (EUD) wondered if the GoB had any reason to be interested in social mobilisation and community empowerment. Mr Portier (TA Team) felt the government's interest seems to have increased after government officials (and others) visited two important EU-funded projects in 2020, the Community Driven Local Development Project in Khyber Pakhtunkhwa and the Sindh Union Council and Community Economic Strengthening Support Programme. The ToC workshop is also aimed at enhancing understanding of state-citizen cooperation.

Mr Habib Ullah Nasar (from the United Nations Development Programme) felt that the entire discussion was revolving around the supply side, which is the government, and it is understood that the supply side has never been capable of providing service delivery to the citizens. He was of the view that the IPs cannot become the supply side and, therefore, should remain focused on the demand side.

The ToC Expert responded that the IPs are trying their best to positively influence the supply side so that citizens can benefit. However, it is also important that government service providers should be empowered, in particular, by empowering the frontline service functionaries of the state who are located at the grass roots level. These are functionaries who have to deal with the public on a day-to-day basis but do not have the operational resources to deliver the services they are supposed to provide. More broadly, any discussion on governance has to include both the state and the citizens.

Mr Arsalan Karim (TA Team) expressed the view that the demand side, as envisioned by the EU guidelines, is largely absent in Balochistan and what there is of it is captured by traditional elites and leaders who are also in control of the supply side as they themselves are in the government or have stakes in the *status quo*. The demand side has no model to showcase which the GoB can adopt. The ToC Expert felt that there was some truth in these observations.

Mr Rashid wondered if the RSPs or the community institutions they have organised can be included in the statutory processes for local public sector planning, financing and implementation. He offered the thought that the RSP approach is important and can be improved by the RSPs themselves. He also felt that it was important to distinguish between social capital and CSOs and to realise what were the drivers of sustainability in the context of Balochistan.

Mr Ali Dastgeer (Team Leader, EMM) joined the workshop remotely and commented on two particular drivers of the sustainability of community institutions, namely, CPIs and the community investment fund (CIF), which is a revolving fund for interest-free loans for income generating activities. Regarding CPI schemes, the problem is that the processes are inadequate, the quality poor, the capacity of the engineers weak and there is weak engagement of communities in implementation, operation and maintenance. The problems facing the CIF include: poor feasibilities; lack of involvement of LSOs and district and field unit staff in CIF management; and repayment problems, including a worrisome situation in some areas. He warned that this was a problem which would get out of control if not reined in.

Mr Dastgeer questioned the institutionalization (strength) of the JDDCs and Mr Portier observed that the JDDC is a forum that brings the supply side and demand side together. It is important, however, to first design and adopt an enabling policy/regulatory framework, and then build the understanding, and capability of the relevant provincial and local government stakeholders. The JDDC is to operationalize at District level the innovative Provincial CLLG Policy, that links top-down supply-side with bottom-up demands side drivers (and vice versa)

Ms Shandana Khan (Chief Executive Officer of RSPN) expressed the view that BRACE is not a new idea as the RSPs have been involved in organising (bottom-up) civil society to collaborate with the (top-down) Local GoB. The strength of the RSPs is their outreach but the question is how to regularise the RSPs' involvement and empower the district administration to improve service delivery to the communities.

3.4. DAY 2 SPEECHES AND DISCUSSION

In his feedback of Day 1 of the workshop, Mr Rashid briefed workshop participants on his recent meetings with the GoB counterparts, namely, the Additional Chief Secretary (Development) at the P&DD, the Secretary and Deputy Secretary (who is also the BRACE Focal Person in the GoB) of the Local Government and Rural Development Department (LG&RDD), and the Secretary, Finance Department.

From the discussions with the LG&RDD, it was clear that there was a missing strategic direction of the programme on the GoB side and there were complaints and issues that needed to be resolved. The Additional Chief Secretary is not informed about the programme e.g., progress updates and the reports of the EMM and the MTR. On the basis of his meetings, Mr Rashid felt that it was important to:

- be proactive and improve coordination, communication and outreach of the IPs' work with the Government, especially with the P&DD, LG&RDD and Finance Department, with emphasis on the programme's progress and updates; and,
- ensure that the GoB takes the lead in the programme, especially for the TA component.

Ms Shandana Khan in her speech elaborated on the background of the RSPs, their model of social mobilisation and the extent of their outreach throughout Pakistan at the grass roots level. She felt that the RSPs' outreach to communities at the grass roots was an opportunity for the federal and provincial governments to connect with citizens at the grass roots level. She explained the effectiveness of the BRACE programme and the impact that it is expected to deliver to Balochistan. She also emphasised

the need for community institutions and the local administration to work together in a more formal way to establish linkages.

The General Manager of NRSP, Mr Agha Ali Javad, took the floor and observed that the BRACE programme has helped to increase the coverage of social mobilisation in the province through well designed objectives and activities. He also applauded the work of the EMM and MTR and considered their recommendations to be very helpful to target the bottlenecks and improve delivery.

He, however, identified some challenges that are external to the programme but have impacted the CIF and income-generating grant (IGG) components of the project. The challenges include the Government of Pakistan's Ehsaas Programme and interest-free loan schemes, which promote dependency and have reduced the people's demand for IGGs and CIF loans. He also mentioned rising inflation, which has increased the cost of BRACE interventions. Mr Javad felt that it would be appropriate to expand the BRACE programme to other districts of Balochistan once supportive policies were in place.

Mr Portier emphasised that a future sector-wide approach would place the GoB in the driving seat and funds could be channelled to the communities through the GoB. He commented on the specific objective of the RSPs and how they are involved in empowering the demand side, and how the TA is involved with the GoB to ensure that the supply side is able to cater to the needs of the demand side. He saw a way forward where the LG&RDD, together with the BRDA, drives local development at the grass roots level and the RSPs are engaged as support mechanisms complementing the GoB where they have the expertise.

Mr Abdullah Khan, Secretary (Implementation), P&DD said that there are three major development challenges for the country, especially for the province of Balochistan, namely, poverty, inequality and employment opportunities. The economy of Balochistan depends largely on livestock and, in some parts, on agriculture. Since 1996, wherever severe has affected livestock adversely, agriculture has also been affected negatively. Ill-planned agricultural development in water-scarce regions of the province has put drinking water at risk. These days, there is acute shortage of drinking water in large parts of the province. Drinking water is being exploited on a large scale for agriculture extension and industrialization. The development of special economic zones in Balochistan will also be based largely on underground drinking water, which is likely to further aggravate the situation.

Referring to Paul Collier, a British development economist, he noted that if natural resources are subject to technological change, minus regulation, it leads to plunder. That is what has happened in Balochistan, where due to lack of regulation natural resources, including drinking water, are being plundered. Solar energy is being introduced in Balochistan on a large scale, but there is no regulatory framework. This will not only damage drinking water reservoirs but agriculture will also be adversely affected. Thus, a regulatory framework needs to be developed urgently to regulate the entire development portfolio. Negative externalities associated with economic development should be identified in a timely manner, so that measures are put in place to ensure sustainable development.

Mr Abdullah Khan concluded that economic growth in Balochistan should revolve around three main themes of sustainable development, namely, economic development, social inclusion and environmental protection. Growth is supposed to be socially and politically inclusive in order to reduce inequality in the province for addressing the issue of poverty and gender inequality. There are plenty of resources in the province of Balochistan to be explored for development, but this is best done under a proper regulatory framework. We do not lack resources, but support is required to have ideas for sustainable development. Moreover, for aiming at sustainable development, a multi-sectoral approach is required with a pro-active governance approach for putting equity into action to have an overarching growth that should include all segments of society and to regulate the market, provide social welfare services, and ensure employment opportunities for the people, ensure access to education, health and other civic services.

In his closing remarks, Mr Rashid expressed his satisfaction with the discussions at the workshop in terms of identification of issues for improvement and recommended that there should be more frequent meetings of this nature. He also underscored the need for GoB inclusion and pledged that the EUD will be more active in its outreach activities.

In view of some comments made in the workshop, Mr Rashid clarified the concept of on-budget programme and budget support programme from the EU's perspective:

- A project with a GoB project management unit is not an on-budget programme. The EU's concept is that budget support should be through a particular sector.

- BRACE was designed to come up with a budget support programme in the future and other sectors can also be the candidates for budget support. It is for this reason that the policy component was incorporated in the BRACE programme.
- The EU wants to see the GoB in the lead, and the GoB will decide the future programme modality and operational aspects.

ANNEX 1: DRAFT WORKSHOP PROGRAMME

Day 1, Session 1

Focusing on Key Question 1: What are the important elements of programme design and what do they aim to achieve?

09.30	Arrival and registration of participants
10.00	Start of workshop with recitation from the Holy Quran
10.05	Welcome by Mr Peter Portier, BRACE TA Team Leader
10.10	Opening remarks by Mr Arshad Rashid, Development Adviser (Rural Development), EUD
10.15	Workshop background, by Dr Tariq Husain, Theory of Change (ToC) Expert, BRACE TA Team, and questions for clarification from participants
10.30	**Presentation 1, Sub-question 1.1:** "What is the ToC or intervention logic supposed to tell us about programme design, and how is it useful for BRACE?" by Dr Tariq Husain
11.00	**Presentation 2**, **Sub-question 1.2:** "What are the common and dissimilar elements of the BRACE Action Document, the Description of the Action documents prepared by the RSPs, the ToR of the TA Team, and the revised log frame of 2020?" by Dr Tariq Husain
11.30	*Break for tea/coffee*
11.50	Discussion of Presentation 2
12.15	**Presentation 3, Sub-question 1.3:** "What is the current opportunity framework (enabling and hindering factors) for the BRACE programme?" by Dr Tariq Husain
12.30	Discussion of Presentation 3
12.45	**Presentation 4**, **Sub-question 1.4:** "How did we bring together the elements of design and the updated opportunity framework to construct the BRACE programme intervention logic?" by Dr Tariq Husain
13.00	General discussion on design and intervention logic
13.15	*Break for prayers and lunch*

Day 1, Session 2

Focusing on Key Question 2: Where does the programme currently stand in comparison with its design, and to what extent are the enabling and hindering factors responsible for this?

Sub-questions for both presentations:

2.1. In what ways, and to what extent, has the programme succeeded in achieving the ERs?

2.2. In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2 and the programme's overall objective?

2.3. What factors in the opportunity framework have enabled and hindered progress? Identify the factors separately for each ER, SO1, SO2 and the overall objective.

14.00	**Presentation 5 on Key Question 2** (with reference to SO1 and the overall objective), by BRSP, NRSP and RSPN.
14.30	Discussion of Presentation 5
15.00	**Presentation 6 on Key Question 2** (with reference to SO2 and the overall objective), by the TA Team.
15.30	*Break for tea/coffee*
15.50	Discussion of Presentation 6
16.10	**General discussion on options for the way ahead**, which will contribute to the speeches/presentations scheduled for Day 2, moderated by Dr Tariq Husain

17.15 Closing remarks, by Mr Arshad Rashid, Development Adviser (Rural Development), EUD, with particular reference to a future SWAp for BRACE and related EU guidance

Day 2, Session 1

Focusing on Key Question 3: What are the challenges and options for the way ahead to 2022 and beyond, assuming that BRACE continues with its present overall objective, SO1 and SO2, and expected results?

Sub-questions for all six speeches/presentations:

3.1. What are the factors enabling and hindering a future sector-wide approach, as envisaged in the Action Document and relevant EU guidance?

3.2. In consideration of these factors, what are the most reasonable options for the way ahead to 2022 and beyond, assuming that BRACE continues with its present overall objective, SO1 and SO2, and expected results?

10.00 Opening remarks by Mr Arshad Rashid, Development Adviser (Rural Development), EUD, with particular reference to a future SWAp for BRACE and related EU guidance

10.15 **GoB Speaker 1**

10.30 Questions for clarification

10.35 **GoB Speaker 2**

10.50 Questions for clarification

10.55 **RSP Speaker 1**

11.10 Questions for clarification

11.15 **RSP Speaker 2**

11.30 Questions for clarification

11.35 *Break for tea/coffee*

11.55 **RSP Speaker 3**

12.10 Questions for clarification

12.15 **TA Team Representative**

12.30 Questions for clarification

12.35 "**Sense of the house" impressions** from Session 3, by Dr Tariq Husain

13.45 **Other impressions,** by participants

13.00 Closing remarks by Mr Arshad Rashid, Development Adviser (Rural Development), EUD

13.15 End of workshop

ANNEX 2: WORKSHOP PARTICIPANTS

	Name	Designation	Organisation
1	Mr Abdullah Khan	Secretary Implementation	Planning and Development Department
2	Mr Sana Ullah Qureshi	Chief, Foreign Aid	
3	Mr Naimatullah Babar	Director General	Balochistan Rural Development Academy
4	Mr Arshad Rashid	Development Adviser (Rural Development)	European Union Delegation
5	Ms Shandana Khan	Chief Executive Officer	Rural Support Programmes Network
6	Mr Khaleel Tetlay	Chief Operating Officer	
7	Mr Khurram Shahzad	Specialist, Monitoring and Evaluation	
8	Mr Sajjad Hussain Changezi	Programme Manager, BRACE	
9	Dr Shahnawaz Khan	Senior Manager Programmes/Team Leader, BRACE	Balochistan Rural Support Programme
10	Mr Naimatullah Jan Miryani	Senior Manager Programmes	
11	Mr M. Ibrahim Alvi	Senior Manager, Planning, Monitoring, Evaluation and Research	
12	Mr Muhammad Adil	Planning, Monitoring, Evaluation and Research Coordinator	
13	Mr Agha Ali Javad	General Manager	National Rural Support Programme
14	Ms Gul Afroz	Programme Manager	
15	Mr Nabeel Ahmed	Regional Manager	
16	Mr Ali Dastgeer	Team Leader	External Monitoring Mission
17	Mr Qaisar Jamali	Project Coordinator	Japan International Cooperation Agency
18	Mr Habib Ullah Nasar	Social Policy Analyst	United Nations Development Programme
19	Dr Ghulam Haider	Team Leader	Public Finance Management BRACE Technical Assistance Team
20	Mr Fakhar ud din	Budget Expert	
21	Mr Peter Portier	Team Leader	
22	Mr Mark Osiche	Deputy Team Leader	BRACE Technical Assistance Team National Rural Support Programme
23	Mr G. M. Marri	Senior Technical Adviser	
24	Mr Nazar Khetran	Director, District Coordinators	
25	Mr M. Arsalan Karim	Institutional Development and Capacity Building Adviser	
26	Dr Tariq Husain	Consultant, Theory of Change	
13	Mr Agha Ali Javad	General Manager	
Public Relations and Logistics			
	Mr Abdul Baqi	Production Officer	Directorate General Public Relations
	Mr Inayat Ullah	Photographer	
	Mr Rahil Peter	Office Manager	BRACE Technical Assistance Team
	Mr Bilal Ahmed	IT/MIS Specialist	

ANNEX 3: WORKSHOP PRESENTATIONS

This project is funded by the European Union

Balochistan Rural Development & Community Empowerment Programme (BRACE)

Developing State – Citizen Partnerships

BRACE Technical Assistance Project

IMPLEMENTATION PARTNERS FOR BRDCEP GRANT COMPONENT

RSPN NRSP BRSP Oxford Policy Management DAI human dynamics

THEORY OF CHANGE WORKSHOP

SESSION 1, PRESENTATION 1, BY TARIQ HUSAIN

ADDRESSING SUB-QUESTION 1.1:

What is the ToC or intervention logic supposed to tell us about programme design, and how is it useful for BRACE?

EU guidance:
Theory of change and intervention logic may be used interchangeably. EU prefers intervention logic.

What EU Wanted in the ToC Report

Requirement: Build on the intervention logic described in the AD in accordance with EU technical guidance. Parameters:

- Update the context described in the AD and relate it to the BRACE design. It's basically reverse engineering
- Faithfully present the design, as described in the AD, RSP DoAs/proposals, the TA ToR, and revised global logframe of 2021
- We cannot change the overall objective, SOs and ERs at this stage
- We can change activities. Ask RSPs if they want to modify activities or introduce new ones; and some activities may be redundant
- Question from ToC Expert: Do we want to do more activities for resilience? Three aspects of resilience introduced in Presentation 2

Key Points of EUD's Perspective

- Move towards sector budget support, if GoB fulfils the criteria
- Policy is needed for the government to fund communities for their village development plans …… using SWAp and government funds throughout the province, ensuring a sustainable and institutionalised approach, with …
- … social mobilisation needed throughout the province through suitable entities
- EU cooperation has to be state-led and geared towards SDGs, as explained in the New European Consensus on Development, 2017. State has to be at the centre, NGOs are enablers that should not substitute for or duplicate what the state has to do
- EUD to ToC Expert: "Give us your professional view"

Criteria for Sector Budget Support

Government of Balochistan needs to fulfil 4 criteria:

- National/sector policies and reforms
- Stable macro-economic framework (including domestic revenue mobilisation)
- Public financial management (including domestic revenue mobilisation)
- Transparency and oversight of the budget

Design Documents and EU Framework

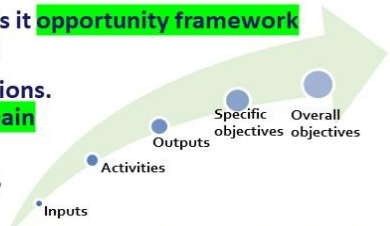
- Action Document (AD) prepared by EU
- RSP proposals, that is, Description of the Activity (DoA), and terms of reference of the TA
- The global logframe, revised in 2021
- For reference: Analytical & programming framework of territorial approach to local development (TALD) – this is a "global positioning system (GPS)", not a blueprint *(EC, "Supporting decentralisation, local governance and local development through a territorial approach," Nov. 2016; http://www.cib-uclg.org/sites/default/files/eu_supporting_local_governance.pdf)*

Notes:

- AD doesn't provide definitions for some terms; question of interpretation
- TALD framework provides definitions, but not always clear in PAK context
- Will try to clarify, and adjust for Balochistan, in Presentation 2

Intervention Logic Related to Design

- Design includes everything that's in the results chain. Intervention logic (IL) summarises how all that relates to each other. Results chain below
- Design includes context. EU's IL approach calls it opportunity framework (consisting of enabling and hindering factors)
- Design includes stated and unstated assumptions. IL has critical assumptions for going up the chain
- Design comes with a logframe, which is linear—activities are related to one output, outputs to one outcome, and so on



- IL is non-linear. It also shows direct and indirect linkages at the same level and between levels (one output to another, output to 2 outcomes, and so on)

Contribution of Intervention Logic

- There are 2 main parts of the ToC report, the context document (focusing on the opportunity framework), and the intervention logic document
- Intervention logic provides a better description than a logframe of how an intervention is expected to lead to results in the prevailing context
- Opportunity framework provides solid grounding in the context, which has witnessed several important changes since programme was launched in 2017
- The 2 documents will facilitate assessments of BRACE by the EU's external monitoring mission and the BRACE mid-term review. They will also facilitate self-assessment by the IPs
- The documents and process help identify challenges and options for the remainder of the programme duration, and beyond. This will help structure policy dialogue among the IPs, GoB and the EU

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Balochistan Rural Development & Community Empowerment Programme (BRACE)

Developing State – Citizen Partnerships

BRACE Technical Assistance Project

IMPLEMENTATION PARTNERS FOR BRDCEP GRANT COMPONENT

RSPN · NRSP National Rural Support Programme · BRSP بلوچستان رورل سپورٹ پروگرام · Oxford Policy Management · DAI human dynamics

THEORY OF CHANGE WORKSHOP

SESSION 1, PRESENTATION 2, BY TARIQ HUSAIN

ADDRESSING SUB-QUESTION 1.2:

What are the common and dissimilar elements of the BRACE AD, the DoAs prepared by the RSPs, the ToR of the TA Team, and the revised logframe of 2021?

EUD's Perspective [partly from Presentation 1]

- Move towards sector budget support, if GoB fulfils the criteria [listed in Presentation 1]
- Policy is needed for the government to fund communities for their village development plans …
- … using SWAp and government funds throughout the province, ensuring a sustainable and institutionalised approach, with …
- … social mobilisation needed throughout the province through suitable entities
- AD: "This project will actively support any mechanism that the authorities will design and implement to align and coordinate donors' activities and contributions towards the development and implementation of a Policy Framework for community-driven rural development, Public Finance Management Reform, and development of a Sector-wide Approach for rural development in Balochistan."

CLLD/CDLD in Rural Development

- AD says BRACE has to "pave the way" for a "sector-wide approach (SWAp) for support to rural development [RD] through community-led local development (CLLD)" [Note: "community-led" appears much more frequently in the AD than "community-driven"; some people say they are different concepts]
- RD not a well-defined sector [also not in the PSDP]. It is multi-sector, implemented through inter-departmental area development initiatives. In view of the cost, these are limited rather than province-wide initiatives
- In the past (in various provinces), community-driven RD had: (a) govt. leadership and funding channelled through P&DD, with: (b) engagement of multiple departments; (c) RSP involvement for grass roots mobilisation and community institution-building; and, (d) sizeable donor assistance
- The PC-I modality was used. The arrangement is ad hoc and time-bound: neither institutionalised nor sustainable
- Compare these points with highlighted parts of slide 3

Clarifying Important Terms – 1

Resilience

- Strengthening the resilience of rural people in Balochistan is an important part of the AD and EU's Multi-annual Indicative Programme (MIP) 2014-2020. 2-3 aspects of resilience are relevant for BRACE (refer to slides 7-8)

Local Government, Local Governance and Local Authorities

- These terms ☝ are used without definition in various sections of the AD and the logframe annexed to it. They are not interchangeable
- "Local government" is the constitutionally-mandated system of elected local representatives and associated administrative institutions established through provincial legislation [ToC Expert's definition, EUD agreed]
- "Local governance" extends beyond local governments and local authorities: "Governance is how society, or groups within it, organise to make decisions" *(Institute of Governance, Canada; https://iog.ca/what-is-governance/).*

Clarifying Important Terms – 2

- In EU guidance, local governance "is about the way power and authority are exercised at the local level" *(EC, "Supporting decentralisation, local governance and local development through a territorial approach," Nov. 2016; http://www.cib-uclg.org/sites/default/files/eu_supporting_local_governance.pdf).*
- It requires, as the EC guidance elaborates:
  - responsive and accountable [local authorities] acting on behalf of a local political constituency [SUPPLY SIDE]
  - active citizens, CSOs and private sector actors contributing to the development effort (e.g., in co-producing public services) and exercising a watchdog role with the capacity to demand rights, transparency and accountability. [DEMAND SIDE; CIs NOT MENTIONED BUT NOT EXCLUDED]
- AD aims to reflect this understanding in the context of Balochistan
- "Local authorities" (as used in the AD) are the locally-based officials of federal and provincial organisations working in an area [ToC Expert's definition, EUD agreed]

Perspectives on Resilience – 1

RESILIENCE IS ABOUT SYSTEMS

- In the context of DRR, resilience is:

  … the capacity of a system (an individual, household or community) exposed to pressures to avoid, resist and recover from their impacts in an efficient manner, without compromising its essential basic structures and functions. Careful consideration of risks and incorporation of risk-reducing and resilience-building measures into the broader emergency response effort need to begin at the earliest possible stage, generally from the very outset of the humanitarian response, and, where possible, build on pre-existing initiatives. *(IOM Emergency Manual; https://emergencymanual.iom.int/entry/19624/disaster-risk-reduction-and-resilience).*

Perspectives on Resilience – 2

- In the literature on countering violent extremism (CVE):

  Resilience is the ability of a community, people, state, or region to adopt new processes, norms, and strategies for conducting their lives and new societal relationships in response to a violent shock or uptick in aggression and brutality in order to prevent, mitigate, or recover from violence *(Lauren Van Metre, "Community Resilience to Violent Extremism in Kenya." (United Institute of Peace, Peaceworks No. 122, 2016; https://www.usip.org/publications/2016/10/community-resilience-violent-extremism-kenya).*
- In simple terms, resilience is the capacity to cope with or adapt to vulnerability *(Patrick Guillaumont, "Vulnerability and Resilience: A Conceptual Framework Applied to Three Asian Countries—Bhutan, Maldives, and Nepal," Asian Development Bank, South Asia Working Paper Series No. 53, October 2017, p. 8; https://www.adb.org/sites/default/files/publication/372936/swp-53.pdf)*
- Let us not forget vulnerability due to frequent structural adjustment programmes. Maybe they are more common and longer than natural disasters

Notes on Global Logframe, March 2021

- *ER3 (SO1):* Improved access of communities, particularly women and marginalised groups, to quality public services and benefit from climate-resilient community infrastructures and productive assets planned and maintained jointly with local authorities [Highlighted words in AD, not in LF]
- *ER4 (SO1):* Increased number of poor community members, particularly women and marginalised groups, are equipped with socio-economic opportunities [AD says "engaged in income generating activities"]
- *ER5 (SO1):* Improved capacity of … [Added in LF, already in BRSP's DoA]
- *ER2 (SO2):* Local governments/ authorities have improved capacities … [Does not appear in AD's ERs or logframe), but included in TA ToRs]
- *ER5 (SO2):* Cross-cutting/managerial tasks … [Not in AD but incl. in TA ToRs]

Important Points

FROM EUD:

- We know that sometimes elected local governments are in place – and sometimes they are not
- The policy framework should have the flexibility to remain functional in both situations

QUESTIONS FROM ToC EXPERT [FOR BRAINSTORMING ONLY – FURTHER DISCUSSION UNDER QUESTION 3]:

- Assuming that there is a SWAp/sector budget support, are we interested in rural development or LG&RD?
- Reasons?

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Balochistan Rural Development & Community Empowerment Programme (BRACE)

Developing State – Citizen Partnerships

BRACE Technical Assistance Project

IMPLEMENTATION PARTNERS FOR BRDCEP GRANT COMPONENT

RSPN · NRSP National Rural Support Programme · BRSP بلوچستان رورل سپورٹ پروگرام · Oxford Policy Management · DAI human dynamics

THEORY OF CHANGE WORKSHOP

SESSION 1, PRESENTATION 3, BY TARIQ HUSAIN

ADDRESSING SUB-QUESTION 1.3:

What is the current opportunity framework (enabling and hindering factors) for the BRACE programme?

EU Policies and Priorities

- Balochistan a priority area for EU cooperation with PAK
- Rural development a key focal sector for EU funding in PAK
- EU strategy in PAK shows preference for budget support/SWAp, if GoB can meet requirements ⏩ opportunity for GoB to address some of the deficiencies in its recurrent and development budgets
- The new European Consensus on Development reaffirms that:
  - eradication of poverty remains the primary objective
  - development action is aligned with 2030 Agenda/SDGs
  - EU "values the participation of civil society organisations in development"

Country and Provincial Enabling Factors – 1

- PAK adopted SDGs in 2016, GoB endorsed SDG Framework in March 2020
- RSPs supported by BRACE offer opportunities for harnessing the people's potential, facilitating GoB initiatives in multiple sectors with effective outreach to women, PWDs and other marginalised groups
- Fed Govt fiscal transfers constitute > 90% percent of provincial receipts, guaranteed
- PM expressed intention to launch series of develop. projects for Balochistan
- Potential synergies between BRACE and at least 3 pillars of Balochistan Comprehensive Development and Growth Strategy 2019-2025: Minerals and Natural Resources; Agriculture and Livestock; and Investing in Human Capital, Social Protection and Services

Country and Provincial Enabling Factors – 2

- Western route of CPEC expected to benefit 7 districts – Gwadar, Kech, Khuzdar, Kalat, Quetta, Killa Saifullah and Zhob – and integrate them with national markets
- GoB in 2018 started implementing Public Financial Management Reform Strategy (PFM-RS) prepared with EU assistance ⏩ first step in eligibility for budget support
- BRACE (TA Team and RSPs) can enhance impact of PFM reform by contributing proposals for community-led local development
- Combination of RSPs and community institutions adds resilience to govt and social systems when people face welfare shocks (natural disasters, pandemic, structural adjustment)

Country and Provincial Enabling Factors – 3

In the longer perspective (2023-2030):

- PAK and GoB commitment to SDGs extends to 2030
- Potential of LGs contribute to SDGs likely to remain untapped, but RSPs + community institutions offer opportunities for partnership with GoB
- GDP growth rate is expected to improve incrementally after 2022
- GoB aims to implement PFM-RS by 2026
- Large CPEC infrastructure projects expected to be completed ⏩ improved economic and employment prospects in parts of province
- Large infrastructure projects create potential for change – RSPs + community institutions offer pathways for poor and marginalised to capitalise on the potential (as in GB after KKH)

Country and Provincial Hindering Factors – 1

- Political environment in the country highly acrimonious
- Security situation, which had been improving, is being undermined
- Recent high levels of inflation, particularly food inflation in rural areas, have sapped spirit and resources of public, affecting resilience highly adversely
- GDP decreased by 1.5% in FY 2019-20 (est. 2-6% in Balochistan); low growth projected during remainder of programme period
- Poverty in Balo. projected to rise to unprecedented levels (possibly 70-80%)
- LG system in a state of flux for various reasons (including census related)
- Operating environment for CSOs, RSPs and community institutions has worsened since 2018; however, RSPs and TA Team are working with GoB to mitigate adverse effects

Country and Provincial Hindering Factors – 2

In the longer perspective (2023-2030):

- Balochistan has high population growth rate, 3.37%
- Increasing throw-forward in PSDP, leaving diminishing space for future development initiatives
- Prov. and fed. govts. make discretionary allocations to elected reps. outside planning and development process ⏩ undermines rules-based mechanisms
- GoB capacity for managing budget support and implementing large multi-sector development initiatives likely to improve very slowly
- Capacity for mobilising own resources from within province also likely to improve very slowly
- No prospect for empowered – or even strengthened – LG under prevailing political economy

PSDP Allocations, 2014-15 to 2019-20 (6 Yrs)

8 out of 26 sectors: Communication, Education, Water (irrigation), Public Health Engineering, Health, Physical Planning and Housing, Agriculture, and Power	70-80%
Social Sectors (Education, Health, Public Health Engineering, Social Welfare, Women Development and Population Welfare)	Approx. 33%
Infrastructure (Communication, Physical Planning and Housing, Power, and Urban Planning and Development) *Excluding infrastructure components in other sectors*	Approx. 33%
Agriculture and Natural Resources (Agriculture, Water for irrigation, Livestock, Forestry and Fisheries) *Rural Development is not a sector*	14-15%
Remaining 10 Sectors (Local Government, Sports, Information Technology, Culture, Industries, Manpower, Environment, Minerals, Food and Tourism)	7-9%
Other Schemes *Went up sharply in pre-election years*	2017-18: 18% 2016-17: 27%
"The Government does not have a fiscal strategy and medium-term budgetary framework (MTBF) and no fiscal forecasts are prepared. There is no approved development or policy framework to link policy with the budget" – GoB and Development Partners (World Bank, UKAID, USAID, European Union and ADB), "Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report," April 2017, pp. 10-11. *But there is an implicit strategy*	

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BRACE Technical Assistance Project

IMPLEMENTATION PARTNERS FOR BRDCEP GRANT COMPONENT

RSPN NRSP BRSP Oxford Policy Management DAI human dynamics

THEORY OF CHANGE WORKSHOP

SESSION 1, PRESENTATION 4, BY TARIQ HUSAIN

ADDRESSING SUB-QUESTION 1.4:

How do we bring together the elements of design and the updated opportunity framework to construct the BRACE programme intervention logic?

Long-term and Intermediate Impacts

Without altering the overall objective, its intervention logic can be related to timing and the presence of interventions in BRACE and stated as a combination of:

- intermediate impact: to empower communities for participating actively in identifying and implementing socio-economic development activities on a sustainable basis in partnership with local authorities ~~[and reducing economic deprivation, poverty, inequality, social conflict, environmental degradation and vulnerability]~~; and,
- long-term impact: to reduce pervasive negative trends such as lack of investment and growth, lack of human capital (education, health, skills and productivity), enduring poverty, conflict, political instability, radicalisation, violence, vulnerability and lack of trust in the state.

From Outcomes to Impact

IF the intermediate impact is achieved, THEN the long-term impact will begin to emerge. THIS IS BECAUSE empowered communities that can identify and implement socio-economic development on their own and in cooperation with the state can reduce pervasive negative trends.

IF SO/Outcome 1 and SO/Outcome 2 are achieved, THEN the intermediate impact will materialise. THIS IS BECAUSE:

- the programme provides the means to empower communities to identify, implement socio-econ. develop. and reduce econ. deprivation, poverty, inequality, social conflict, environ. degradation and vulnerability; and the voice and capability to influence local authorities (SO1); and,
- local authorities would have capacity to involve communities in local public sector planning, financing, implementation (SO2 + its contrib. to SO1).

Critical Assumptions

- RSPs will empower communities to implement measures to reduce poverty, inequality, social conflict, environmental degradation and vulnerability, and to articulate their demands with local authorities
- TA's efforts will foster an enabling environment for local authorities to involve communities in local public sector planning, financing and implementation
- GoB planning, financial and implementation rules and regulations would allow local authorities to involve communities in local public sector planning, financing and implementation
- Effects of poverty reduction interventions will outweigh negative effects of macro-economic stabilisation programme and COVID-19 pandemic
- Poverty reduction among programme beneficiaries that receive income-generating interventions from BRACE would lead to poverty reduction at provincial level

From Outputs to Outcome for SO1 – 1

IF ERs/Outputs 1 to 6 are achieved, THEN SO/Outcome 1 will be realised. THIS IS BECAUSE:

- COs, VOs and LSOs can perform planning, implementation and operation and maintenance roles satisfactorily with RSPs' assistance
- Capacitated communities and marginalised groups, particularly women and PWDs, can assert their rights and engage with local authorities in joint participatory development planning and execution for a more relevant and efficient public service delivery
- Organised communities, including women, PWDs and other marginalised groups, can articulate their demands for quality public services, climate-resilient community infrastructure and productive assets

From Outputs to Outcome for SO1 – 2

- BRACE interventions provide socio-economic/income-generation opportunities to increased numbers of poor community members, particularly women, PWDs and other marginalised groups
- Elected LG reps, LG staff and line dept. officials have improved capacity to involve communities in planning, co-resourcing and managing local development activities
- The TA, through ER4 of SO2, will enable IPs to adopt a standard and harmonised approach leading to a CLLD policy framework and SWAp
- 5 of the ERs contribute to relevant experiences on the ground, which can be assessed and disseminated to inspire the design of the required policy framework

Critical Assumptions

SO/Outcome 1 overlaps with the overall objective in two important ways as both call for community empowerment for socio-economic development, and partnership or engagement with local authorities. Therefore, three of the assumptions in the preceding section also apply here, namely:

- The RSPs will empower communities to implement measures to reduce poverty, inequality, social conflict, environmental degradation and vulnerability, and to articulate their demands with local authorities
- Through SO/Outcome 2, the TA's efforts will foster an enabling environment for local authorities to involve communities in local public sector planning, financing and implementation
- Through SO/Outcome 2, GoB planning, financial and implementation rules and regulations would allow local authorities to involve communities in local public sector planning, financing and implementation

From Outputs to Outcome for SO2

IF ERs/Outputs 1 to 5 are achieved, THEN SO/Outcome 2 will be realised. THIS IS BECAUSE:

- GoB has developed and initiated PFM reform strategy, and policy framework and implementation modalities can be developed for CLLD
- Local authorities can be capacitated to reach out to communities and involve them in planning, co-resourcing and managing government-funded local development activities
- BRDA will acquire the necessary capacity to capacitate local authorities as required
- IPs and GoB can take the steps required to strengthen their capacities
- TA can implement the required cross-cutting/managerial tasks in support of project objectives and ERs

Critical Assumptions

- The TA will identify and develop options for the required GoB policy framework and its implementation that are admissible under prevailing laws and government rules for inter-departmental area-based initiatives for rural development
- The RSPs will contribute experiences on the ground with relevant insights that can be adopted for scaling up through the required policy framework and its implementation (contribution of ER/Output 5 in SO/Outcome 1)
- The GoB will adopt workable options for the required policy framework and implementation arrangements for a community-led multi-sector rural or local development approach, that recognise that: (a) the RSPs are independent of the government but work in partnership with it; and, (b) the RSPs and government departments require flexibility in targets and approaches to respond to community institutions

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BRACE TA Project

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Theory of Change (ToC) Closure Workshop

Presentation by TA BRACE – Session 2
Key Question 2

"Where does the programme currently stand in comparison with its design, and to what extent are the enabling and hindering factors responsible for this?

Theory of Change (ToC) Closure Workshop

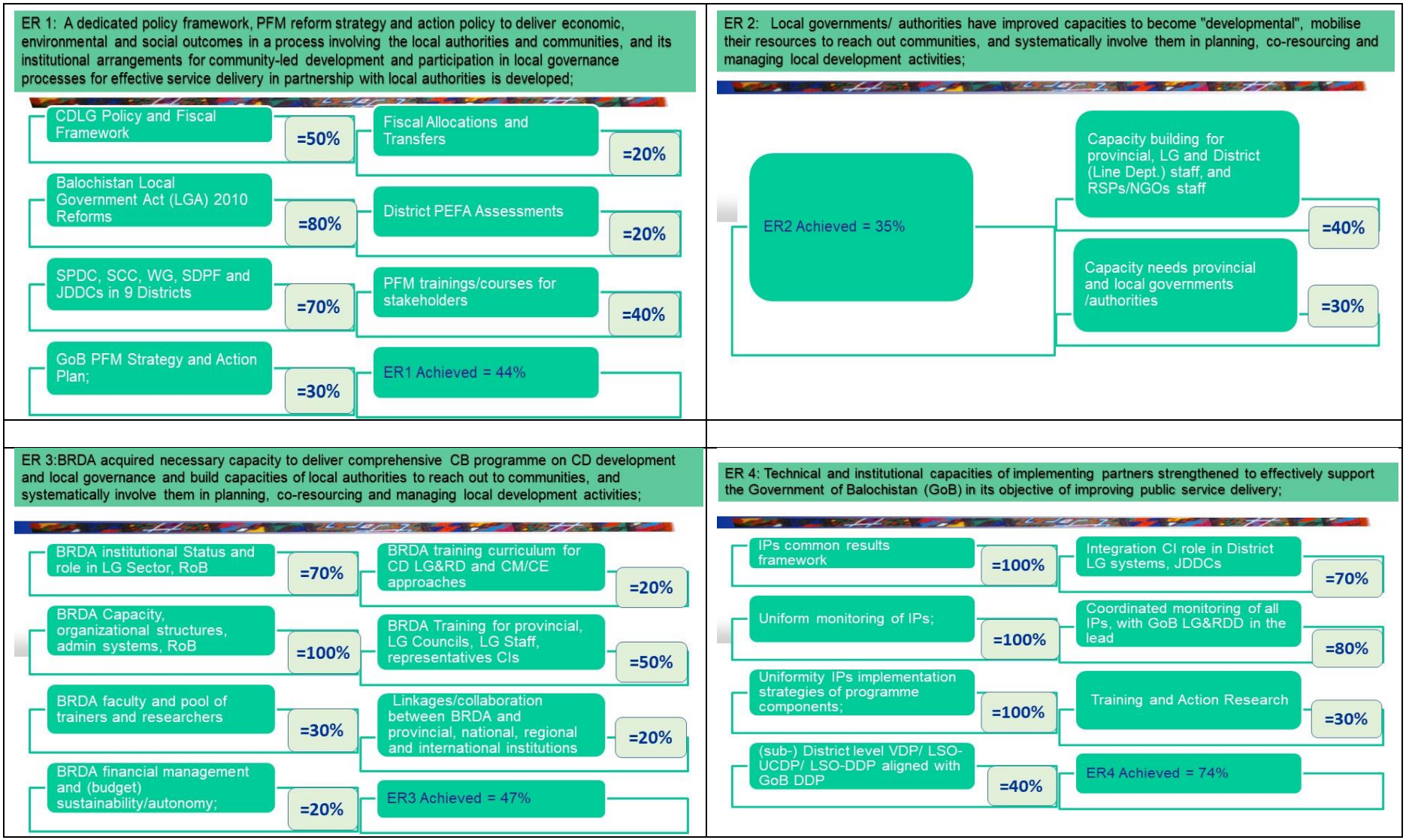
Long-term impact: To reduce pervasive negative trends such as lack of investment and growth, lack of human capital (education, health, skills and productivity), enduring poverty, conflict, political instability, radicalisation, violence, vulnerability and lack of trust in the state.

Intermediate impact: To empower communities for participating actively in identifying and implementing socio-economic development activities on a sustainable basis in partnership with local authorities and reducing economic deprivation, poverty, inequality, social conflict, environmental degradation and vulnerability.

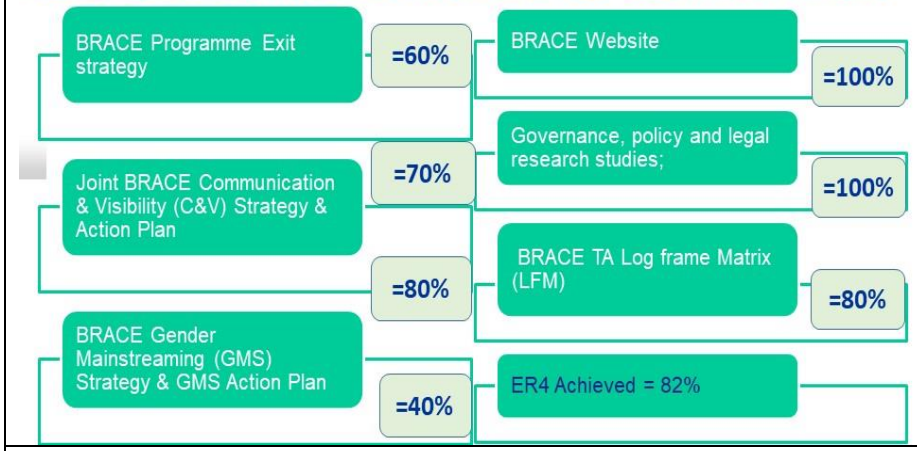
SO/Outcome 2: To foster an enabling environment for strengthening the capacities of local authorities to manage and involve communities in the statutory processes of the local public sector planning, financing and implementation process.

=

Where Does the Program Currently Stand?


ER 1: A dedicated policy framework, PFM reform strategy and action policy to deliver economic, environmental and social outcomes in a process involving the local authorities and communities, and its institutional arrangements for community-led development and participation in local governance processes for effective service delivery in partnership with local authorities is developed;
CDLG Policy and Fiscal Framework
=50%
Fiscal Allocations and Transfers
=20%
Balochistan Local Government Act (LGA) 2010 Reforms
=80%
District PEFA Assessments
=20%
SPDC, SCC, WG, SDPF and JDDCs in 9 Districts
=70%
PFM trainings/courses for stakeholders
=40%
GoB PFM Strategy and Action Plan;
=30%
ER1 Achieved = 44%
ER 2: Local governments/ authorities have improved capacities to become "developmental", mobilise their resources to reach out communities, and systematically involve them in planning, co-resourcing and managing local development activities;
ER2 Achieved = 35%
Capacity building for provincial, LG and District (Line Dept.) staff, and RSPs/NGOs staff
=40%
Capacity needs provincial and local governments /authorities
=30%
ER 3:BRDA acquired necessary capacity to deliver comprehensive CB programme on CD development and local governance and build capacities of local authorities to reach out to communities, and systematically involve them in planning, co-resourcing and managing local development activities;
BRDA institutional Status and role in LG Sector, RoB
=70%
BRDA training curriculum for CD LG&RD and CM/CE approaches
=20%
BRDA Capacity, organizational structures, admin systems, RoB
=100%
BRDA Training for provincial, LG Councils, LG Staff, representatives CIs
=50%
BRDA faculty and pool of trainers and researchers
=30%
Linkages/collaboration between BRDA and provincial, national, regional and international institutions
=20%
BRDA financial management and (budget) sustainability/autonomy;
=20%
ER3 Achieved = 47%
ER 4: Technical and institutional capacities of implementing partners strengthened to effectively support the Government of Balochistan (GoB) in its objective of improving public service delivery;
IPs common results framework
=100%
Integration CI role in District LG systems, JDDCs
=70%
Uniform monitoring of IPs;
=100%
Coordinated monitoring of all IPs, with GoB LG&RDD in the lead
=80%
Uniformity IPs implementation strategies of programme components;
=100%
Training and Action Research
=30%
(sub-) District level VDP/ LSO-UCDP/ LSO-DDP aligned with GoB DDP
=40%
ER4 Achieved = 74%

ER 5: Crosscutting /managerial tasks implemented in support of project objectives and expected results;



Discussion on ER1

Institutional arrangements for community-led development and participation in local governance processes for effective service delivery in partnership with local authorities

- Progress described in ER1 (slide 5). Challenges Include

Need operational definition of community led development, whether it is only through LG representatives or also COs, VOs, LSOs

Need operational definition of rural development, including productive sectors

Does the GoB have resources to make service delivery more effective

Discussion on ER2

Local governments/ authorities have improved capacities to **become "developmental", mobilise their resources to reach out communities, and systematically involve them in planning, co-resourcing and managing local development activities**

- Progress described in ER2 (slide 6). Challenges Include

At present planning and financing system has no scope for community involvement as envisaged in BRACE AD.

Question: What is realistically possible to link public sector plans with community based plans. Consider examples of tree plantation, immunization, voter registration campaigns etc. What else?

For ER 1 and ER 2, how could sector budget support optimize service delivery and co-resourcing?

Discussion on ER3

build capacities of local authorities to reach out to communities, and systematically involve them in planning, co-resourcing and managing local development activities

- Progress described in ER3 (slide 7). Challenges Include

Consider separating to specialized and distinct domains from each other:

1. Social Mobilization, Community Led planning, Community Managed Implementation (Demand Side)
2. Departmental planning and Coordination (Supply Side)

BRDA could strengthen Supply side using trainers from Pakistan with practical experience in establishing linkages between communities and line departments

Discussion on SO2

Manage and involve communities in the statutory processes of the local public sector planning, financing and implementation process

- Changes in LGA being considered by the cabinet
- Political economy suggests limited room for change
- PFM reform has not yet touched local government issues
- Efforts so far have not included rural development as a sector
- Inter-departmental coordination for rural development needs to be worked out for sector budget support. Similarly sector reforms in rural development need to be worked out.

Theory of Change (ToC) Closure Workshop

Thank you

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Balochistan Rural Development & Community Empowerment Programme (BRACE)

Developing State-Citizen Partnerships

Session 2 - Presentation on the Grants Component of the BRACE Programme

Implementing Partners of BRACE Grants Component

BRACE Technical Partners

Addressing Question # 2

- **Key question 2:**
  Where does the programme currently stand in comparison with its design, and to what extent are the enabling and hindering factors responsible for this?

- **Sub-questions:**

  2.1. In what ways, and to what extent, has the programme succeeded in achieving the ERs?

  2.2. In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2 and the programme's overall objective?

  2.3. What factors in the opportunity framework have enabled and hindered progress? Identify the factors separately for each relevant ER, SO1, SO2 and the overall objective?

Continue..

Addressing Question 2.1:

In what ways, and to what extent, has the programme succeeded in achieving the ERs?

ER 1 (SO1): Establishment and empowerment of a three-tiered participative system

- Timely completion of Poverty Scorecard (PSC) census in 100% programme areas;
- Successfully fostered and capacitated the network of community organisations in programme's target areas;
- Government officials at local level oriented on the participatory approaches to development. UC Secretaries and Assistant Directors LG are undertaking joint action research using 3 tools of PRA namely FGD, Transect Walk and Socio-Physical mapping.
- JDCs are regularly meeting, reviewing and finalizing priority needs/interventions. It will be premature to gauge institutionalisation and sustainability.
- RSPN, RSPs and network of community organisations collaborated with the NCOC and BCOC and implemented the social mobilisation strategy of the TTQ (Trace, Test & Quarantine) in Balochistan;

Continue..

ER 2 (SO1): Increased capacity of citizens, communities and marginalised group

- More than 90% of development plans at individual household, village and UC levels have been formulated by CIs and are duly digitized in a web-based MIS.
- These are contributing in implementation of BRACE's CPI and livelihood (ALNS, IGGS, TVST, CIF) components while also supporting JDCs. The same will be utilised in formulation of the tehsil and district plans once TA strengthens LG's capacity to utilize the MIS;
- Under Right-to-Information (RTI), the provincial and district authorities, and TA/HD can use the MIS platform to access local plans for mainstreaming these in to the public planning, allocations and public financial management process;

ER 3 (SO1): Improved access to quality public climate-resilient community infrastructures

- 68% CPI schemes identified, 67% are initiated, 36% are under-construction and 31% are completed.
- Those completed are fully functioning, having O&M systems in place, compliance with social, environmental and climate resilience standards is at optimum level currently, in line with the ground realities;

ER 4 (SO1): Increased number of poor are equipped with socio-economic opportunities

- 65% of target - 1,738 individuals (83% women) graduated in market competitive TVET & gainfully employed;
- 100% of target (6,516 women) reported with improved reading and writing skills under the ALNS component;
- 68% of target i.e. 6,350 (98% women) have been trained on enterprise development and marketing;
- 6,447 women from poorest households reported increased assets or expanded businesses through IGGs;
- 95% of target i.e. 3,484 PWDs (32% women) rehabilitated through provision of assistive devices;
- 73% of target LSOs are managing PKR 247.6 million CIF portfolio, 3,275 beneficiaries (94% women) reported the productive use of community-managed interest free CIF support;

Additional Achievements and Status of Key Activities

- Rollout of recommendations from the GMS, mainly carpet awareness creation in all cadres of BRACE is underway;
- Strategic collaborations with UNFPA, UN-Women, WDD- GoB, EGAW/G Alliance and Women Parliamentary Caucus among others has strengthened BRACE's stance on gender and increasing its impact;
- Other then mainstream electronic and print media, social media is also being effectively utilised for extensive campaigning as part of operationalisation of BRACE C&V Strategy.
- Lessons learnt, best practices and assessments are being presented innovatively in small video clips, structured interviews and component profiles;
- BRACE Exit Strategy for the grants component has been finalised and being operationalised;

Continue..

Addressing Question 2.2:

In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2?

SO 1: Empower of citizens and communities to implement community-driven socio-economic development interventions

- **ER 1 and 2 (SO1):** Target households in BRACE districts have been organised into the network of community organisations and are the backbone of all BRACE interventions.
- **ER 1 and 2 (SO1):** The CIs are organising regular meetings, manage savings, managing records and taking lead in implementation of BRACE interventions;
- **ER 1 and 2 (SO1):** The latest survey revealed that 61% of community institutions are meeting the scoring "A" (10%) and "B" (51%) on the Institutional Maturity Index (IMI);

Achievement against the Cross-cutting Social Sector Indicators

- **ER 1 and 2 (SO1):** LSOs mobilised resources and fostered productive linkages of PKR 1.9 billion from various external agencies for implementation of development interventions. This speaks a lot about their resource mobilisation expertise and self-help initiatives to strengthen the public service structure and contribute in improving the local governance;

Continue..

Addressing Question 2.2:

In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2

SO 2: Enabling environment for strengthening the capacities of local authorities to manage and involve communities in the statutory processes

- **ER 6 (SO1):** Evidence-based policy recommendations from the RSP research, evaluation and knowledge management components of BRACE provided and advocacy events organised;
- **ER 1 and 2 (SO1):** Provincial convention of the LSOs enabled provincial and local authorities to involve empowered communities in the local development process;
- **ER 6 (SO1):** Regional Cooperation component of the BRACE benefitted the provincial elected leadership, senior representatives from the administration, and religious leaders in experiencing the RSP community mobilisation model replicated by the regional countries;
- **ER 6 (SO1):** Active RSP involvement in CDLD policy formulation process;
- Much of IPs contribution to this is through ER-1 described in earlier slides;

Evidence from internal Assessments by BRSP and NRSP

Addressing Question 2.2:

In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2 and the programme's overall objective?

Overall Objective

- Fully capacitated and empowered CIs are fully capable to achieve overall objective of the BRACE through actively participating in identifying and implementing socio-economic development activities on a sustainable basis in partnership with local authorities

- Evidence from the third-party study on community livelihood enhancement through CIF, IGG and TVET for poor households (2021, by IPOR)
  - Average monthly income of interest-free loan (CIF) beneficiaries from a revolving fund managed by CIs increased by ***Rs 1,600, which is 11% of this group's average income***;
  - Average monthly income of productive grant beneficiaries increased by ***Rs 3,100, which is 23% of this group's average income***;
  - Average income of TVET beneficiaries increased by Rs ***3,300 per month, or 16 percent of the beneficiary group's average income***;
  - 47% of interest-free loan beneficiary households, 45% of productive grants beneficiary households and 51% of TVET beneficiary households moved to higher band of the poverty scorecard, from lower band 0-23 (poorest band) to 24-100, non-poor band;

Addressing Question 2.3:

What factors in the opportunity framework have enabled and hindered progress?

Enabling Factors in Opportunity Framework

- **OO:** Poverty eradication and rural development in the province are the priority areas for the GoB, EU and RSPs;
- **SO-1:** BRACE is fully aligned with the GoB's SDGs Framework of Mar-2020;
- **SO-1 and SO-2:** BRACE's ownership by the LGRD is extremely advantageous to achieve the programme's SOs;
- **ER-1 and ER-2:** BRACE's design recognises the effectiveness of the social capital especially the community activists and CRPs, who assisted in managing field activities in hard to reach areas having security issues;
- **ER-1 and ER-2:** NCOC and BCOC utilised the platforms of LSOs in disseminating COVID-19 preventive messages and implementation of TTQ strategy, this contributed in enforcing SOPs in rural areas of Balochistan;
- **ER-1 and ER-2:** JDCs are very effective platforms for creating synergies between community and line departments, its active status can result in expansion of small infrastructure, ultimately benefiting the poor;
- **ER-1 and ER-2:** GoB's Social Welfare Dept. treated the CIs registration as a distinct and special case, reduced registration fee and removed other process complexities;
- **ER-3 and 4:** Extreme poverty arising out of two decades of drought, unstable political & security situation and almost complete absence of public service delivery in majority of rural areas make BRACE's services component (IGG, CIF, ALNS, TVST) extremely relevant entry points;

Addressing Question 2.3:

What factors in the opportunity framework have enabled and hindered progress?

Hindering Factors in Opportunity Framework

- **OO:** Political instability in the province hindered improving local governance mechanisms and mainstreaming participatory rural development in the main leading agenda of the province;
- **OO:** Extreme fluctuation in poverty trends due to host of factors including global pandemic has deeply affected economies, resulting in complete roll back of achievements in many instances;
- **OO:** While the SDG commitments are an enabling factor, absence of resources with GoB are also a big hindrance;
- **SO-1:** Food prices and inflation has been in double digits since August 2019 hindering in sustaining the socio-economic improvements in the life of target communities;
- **SO-1:** Overall, the hostile environment against civil society organisations in Balochistan;
- **SO-2:** Policy makers are in a disarray and disconnected from the ground, thus unable to play a productive role in strengthening BRACE at policy level.;
- **SO-2:** Discretionary allocations to elected representatives is destroying years of trust building measures and civic sense that BRACE has invested so much in;
- **ER-1 to 4:** Fragile security situation specifically in southern districts of the province affected in rolling out the programme's institutional development and socio-economic interventions;

Addressing the Key Question:

Where does the programme currently stands in comparison with its design and to what extent are the enabling and hindering factors responsible for this?

- Except for one or two sub components, the BRACE's TOC at output level is due for completion within stipulated timeframe. The components lagging are extremely innovative, ambitious and require heavy investment in capacity building of CIs, all of which is actually being intricately followed up;
- To the extent RSPs are accountable, ERs 1 to 4 have established appropriate grounds including CI structures and authorities can involve these communities in the statutory processes of the local public sector planning, financing and implementation process through formulation and implementation of the CDLD policy;
- Based on PSC census of 2017-18, BRACE is covering only 24% of the households in lower band of 0-23 (poorest band) through socio-economic interventions (IGG, CIF, TVET), therefore additional funds need to be allocated to fill the resource-gap; This aspect should be considered while scaling-up of BRACE in remaining districts of the province;

Addressing Question 2.2:

In what ways, and to what extent, have achievements in the ERs contributed to SO1, SO2 and the programme's overall objective?

Overall Objective (Evidence from Internal Assessments by BRSP and NRSP)

- 30% of TVET beneficiaries (including ALNS) reported an average of 39% increase in income, ranges between PKR 6,000 to PKR 15,000 per month (Source: BRSP);
- On average, 17% household income increased, and 30% of IGG beneficiary households graduated out of poverty - PSC > 23 (Source: BRSP);
- On average, CIF has resulted in 20% increase in household income, and 48% target households moved out of poverty - PSC > 23 (Source: BRSP);
- Increased average monthly income of target poor beneficiary households (Source: NRSP):
  - 28% income increased of IGG beneficiaries;
  - 55% income increased of CIF beneficiaries;
  - 39% income increased of TVET beneficiaries;

BACK to Slide

ANNEX 4: PICTORIAL