

Terms of Reference (ToRs)

for

Participatory Action Research on Dynamics of poverty and inclusive development in Balochistan with focus on women's empowerment

1. Background and Introduction

The Rural Support Programmes Network (RSPN) serves as a strategic platform for 11 member Rural Support Programmes (RSPs) listed in [Annex A](#), bringing together over 35 years of knowledge in Community-Driven Development (CDD). RSPN is the largest development network of Pakistan. Its outreach through the member RSPs is now over 47.3 million people, in 145 out of 148 districts of Pakistan including Gilgit-Baltistan (GB), Azad Jammu & Kashmir (AJK) and Federally Administered Tribal Areas (FATA) and Frontier Regions (FRs). For more information visit www.rspn.org

The European Union funded Balochistan Rural Development and Community Empowerment Programme (BRACE) (2017-2022) aims 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. The Programme intervenes both on the "demand" and "supply" sides of the service delivery equation through following two specific objectives;

1. 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.
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.

The Programme is being implemented in close collaboration with Local Government and Rural Development Department, Government of Balochistan. The Programme purpose is to stimulate community-driven local policy and development initiatives to reduce poverty in nine targeted districts of Balochistan, including; Kech, Pishin, Zhob, Washuk, Loralai, Duki, Khuzdar, Jhal Magsi and Killa Abdullah. Key impact level indicators contributing to the overall objectives are; 25% of the poor household see an improvement in their incomes, 40% of the households graduate from the lowest to upper poverty score card band levels (0-11 score), 50% of the households of the targeted areas report improved access to basic social services, 50% of members of CIs and beneficiaries of socio-economic interventions are women, policy framework for community-led development adapted, and PFM reform process initiated and an increased level of satisfaction of the poor and vulnerable population in accessing social services, enhanced participation in decision-making in community and local government institutions, and increased participation of communities in planning and managing public sector resources and decision-making at local levels. This participation will also ensure accountability by the community.

Simultaneously, the Programme aims to support communities as well as provincial and local authorities to partner for improving the efficiency and effectiveness of front line public service delivery², so that opportunities for rural livelihoods in the targeted districts are improved. This aim will be achieved through: (1) Establishment and further strengthening of an inclusive, representative system of community mobilisation that federates villages at the level of UCs (Union Councils) enabling them to engage with local authorities, exercise civic-oversight and social-accountability; and (2) Rehabilitation, expansion and maintenance of community social and productive assets and infrastructure which (a) support initiatives to improve labour participation (including women); (b) improve sustainable resource use, and (c) limit the impact of environmental degradation and climate change; (3) Development and implementation of a community-led rural development policy framework and improved government systems to interface with and support community-led interventions that enhance local service delivery and economic development and which, over the short to medium term, results in increased fiscal space that is gradually taken up and maintained by Government in future budget allocations through a Sector-wide Approach; (4) Public Finance Management reform to improve the efficiency with which provincial government's budgets are used to increase the quantity/quality of front line public service delivery; (5) Enhancement of the technical and institutional capacities of local authorities to support communities more effectively/efficiently in the implementation and maintenance of development investments, as well as the front line delivery of quality public services. Grant component of the Programme is being implemented by RSPN, BRSP and NRSP and will contribute in attaining the above-mentioned specific objective 1, while Human Dynamics (HD) and Oxford Policy Management (OPM) will technically support the Government of Balochistan (GoB) and grant partners through attaining specific objective 2. The role of each implementing partner is given at [Annex B](#). Summary of the Programme objectives and expected results are given at [Annex C](#).

Poverty is one of the main issues in Balochistan³ and analysis of poverty dynamics in Balochistan is at the core of BRACE's design and strategies to reduce poverty through Community Driven Development approach. Poverty dynamics would examine the flow in both directions which is essential for calculating the risk of falling into poverty in any community and the probability that currently poor individual will escape poverty in years to come. RSPN would like to commission a participatory action research study to a consultancy firm / entity (research/academic institute, research consulting firm etc.) to study various poverty dynamics in the Programme districts. The study should provide policy recommendations to be incorporated in public policies for poverty reduction and practical recommendations for improvements in the implementation of BRACE.

2. BRACE Approach to Rural Development and Poverty Discourse

BRACE aims to empower citizens and communities and provide them with means to influence and implement community-driven socio-economic development, with an increased voice and capacity to influence public policy decision making through active engagement with local authorities. Simultaneously, the Programme aims to foster an enabling environment to strengthen the capacity of local authorities/governments and to involve the communities in the development of statutory processes which includes local public sector planning, financing and implementation of public sector services. By empowering the communities and developing the capacity of local authorities/governments, the BRACE aims to promote inclusive, equitable and quality service delivery with civic oversight.

² Local Government Act 2010 [Fifth Schedule part-II]

³ UNDP. (2017). Inclusive and Sustainable Development: Analytical Basis and Policy Framework.

For the communities to come together and work with the Government, they first need to be organised as fundamental development stakeholders at the grassroots level in their respective geographic areas. The work and role of the Rural Support Programmes (RSPs) is integral in enabling and supporting this process. The centre-piece of the RSP approach to Community Driven Development (CDD) is its unique social mobilisation strategy which aims to build people's own institutions, for an interface with the government. This is an intensive, integrated and tested approach, since 1982. This strategy is based on the strong belief and experience of the RSPs that without involving communities in their own development, 'poverty' cannot be reduced. Hence, to involve the community, the Social Pillar (CO/VO/LSOs⁴) needs to be first created. This Social Pillar will work in conjunction with the Administrative and Political Pillars of the state to promote real, demand-driven local development. RSPs as support organisations, to the Administrative and Political Pillars, organise the poor rural communities to actively engage them in their own development⁵. The core function of the RSPs is to foster this Social Pillar in a way that these institutions of the people are financially viable and the rural poor are able to organise and harness their potentials in a sustainable manner, which works toward achieving the specific objectives of the BRACE.

Once organised, the CO/VO/LSOs communities have greater access to local authorities/governments and line departments as a collective unit, giving them a stronger voice, to have their demands heard. Planning takes place at household level through the preparation of Micro Investment Plans (MIPs), at village and union council levels as village development plans (VDPs) and Union Council Development Plans (UCDPs). The plans will be developed with active participation and involvement of Government officials and elected representatives. They will also endorse these plans for incorporation in the district/provincial level plans. At district level, a Joint District Development Committee (JDDC) with membership of local governments/authorities and community representatives institutionalise and sustain the bottom-up community-led development processes into the mainstream formal development planning and budgeting processes, and also serves as a forum to plan, implement and monitor local development plans. The integration of these plans will inform the design and Public Sector Development Programme (PSDP) and the public finance management (PFM), bridging the gap between the demand and supply side of public service delivery in Balochistan.

Under BRACE, the Poverty Scorecard (PSC) Survey has been completed in nine target districts by BRACE partners. The distribution of poverty scorecard bands is shown below. 57% of the survey households fall in the poor (0-23 PSC).

⁴ Community Organisation (CO), Village Organisation (VO), Local Support Organisation (LSO)

⁵ RSPN (2018) Impact of Rural Support Programmes in Pakistan. (<http://www.rspn.org/wp-content/uploads/2018/08/Impact%20of%20Rural%20Support%20Programmes%20in%20Pakistan.pdf>)

Figure 1: Poverty Scores of BRACE Programme Districts

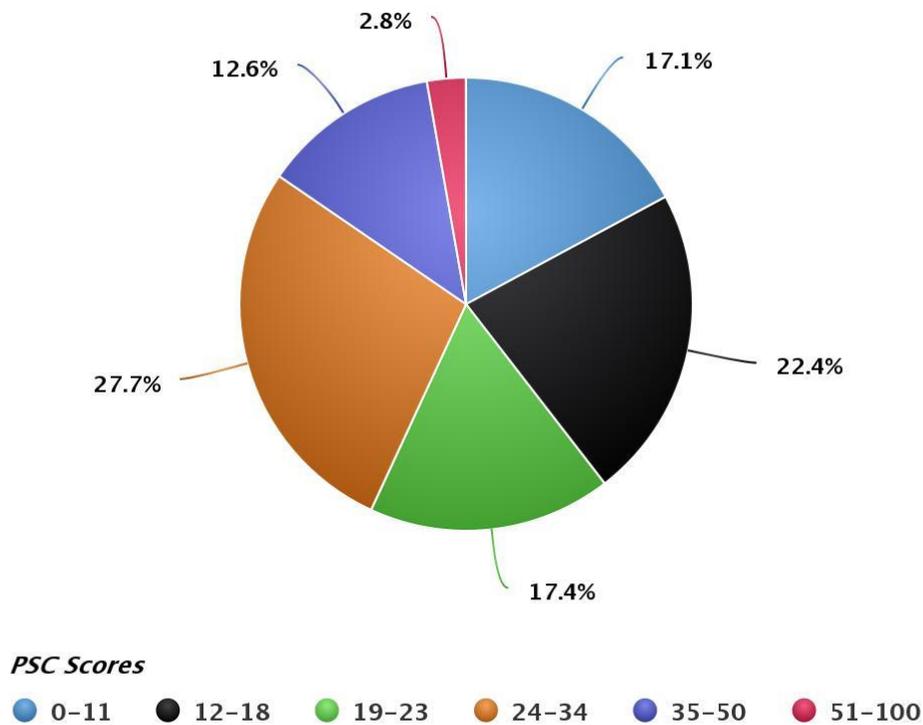


Table 1: Poverty Scorecard Range and Categories

#	Score Range	Categories
1	0 -11	Extremely Poor/ Ultra Poor
2	12 – 18	Chronically Poor
3	19 – 23	Transitory Poor
4	24 – 34	Transitory Vulnerable
5	35 – 50	Transitory Non-poor
6	51 – 100	Non-poor

BRACE has primarily planned to address multifaceted poverty dynamics through community driven development approaches. UNDP and Planning Commission of Pakistan (2016)⁶ reported that 84.6% of the rural population in Balochistan suffers from multidimensional poverty (Table 2). The average intensity of deprivation, which reflects the share of deprivation which each poor experience on average in rural areas is 57%. Both the headcount and intensity of deprivation are highest in Balochistan compared to other provinces of Pakistan. Since 2005, the multifaceted poverty in Pakistan has reduced but relative to other

⁶ Government of Pakistan (2016). ‘Multidimensional Poverty in Pakistan’ Ministry of Planning, Development and Reform, Government of Pakistan, United Nations Development Programme (UNDP), and Oxford Poverty and Human Development Initiative (OPHI), Pakistan.

provinces Balochistan experienced the slowest progress in reducing multidimensional poverty. The incidence of poverty in the districts selected for BRACE ranges from strikingly high 96.9% in Killa Abdullah to 57.5% in Khuzdar and most of the Programme districts fall in the highest category of incidence of poverty. No single factor is responsible, for households' decline into severe poverty. Rather, a combination of factors is responsible for plunging households into abiding poverty. Low Livelihood opportunities, deprivation and continuous poverty, poor girls' education and health, water scarcity, and low population density are some of the key socio-economics issues. According to recent census 2017, the population of Balochistan has increased to 12.34 million, which further aggravate the socio-economic, poverty, poor gender mainstreaming and women empowerment issues in the programme districts. In this Study on poverty dynamics, consultancy firm / entity (research or academic institute, consulting firm etc.) is expected to identify various dynamics of poverty in the Programme districts.

Table 2: Multidimensional Poverty in BRACE Districts

RSP Names	District	Year	Multidimensional Poverty Index	Incidence of Poverty (H) in %	Intensity of Poverty (A) in %	Category of Incidence of Poverty
BRSP	Killa Abdullah	2014-15	0.641	96.9	66.2	70% and above
	Jhal Magsi	2014-15	0.528	89.7	58.9	70% and above
	Zhob	2014-15	0.514	82.8	62.1	70% and above
	Washuk	2014-15	0.466	81.9	56.9	70% and above
	Pishin	2014-15	0.453	82.2	55.1	70% and above
NRSP	Kech	2012-13	0.367	65.2	56.3	60% to 69%
BRSP	Loralai and Duki	2014-15	0.320	68.5	46.7	60% to 69%
	Khuzdar	2014-15	0.258	57.5	49.6	50% to 59%

Source: Planning Commission, UNDP and OPHI, 2016

3. Objectives of the Participatory Action Research Study 'Poverty dynamics in Balochistan and the dynamics of inclusive development focussing on women's empowerment'

This study has two components; A) Poverty dynamics in Balochistan and B) the dynamics of inclusive development with focus on women's empowerment. A longitudinal study to be carried out during the programme and planned in three phases.

Phase I: During this phase, the consultancy firm / entity will establish a baseline about the status of poverty and women empowerment in the programme districts.

Phase II: In this phase, the consultancy firm / entity will demonstrate the change, if any, in the lives of the targeted population in the programme districts in terms of their poverty and women empowerment status.

Phase III: having baseline and mid-course data, the consultancy firm / entity will prepare a detailed report of the impact of the Programme on lives of the targeted population in terms of any change in their poverty and women empowerment status.

A: Poverty Dynamics in Balochistan

The main objective of component is to analyse the dynamics of poverty⁷ to support the formulation of Government of Balochistan's Community Driven Local Development (CDLD) policy and inform anti-poverty interventions. This analysis is important from micro, meso and macro perspectives. At micro level, changes in households' conditions, assets and access to public services may impact poverty dynamics, including economic deprivation and social inequality, at meso level, the nature of regional social norms and customs, demography, socio-economic development, conflicts and livelihoods and climate change and at macro level, government policies, service delivery mechanisms, local governance, natural disasters, inflation, environment degradation may also impact poverty dynamics in rural households and communities.

This research will explore what is the nature of endowments, strategies and relationships which enable sustained poverty escapes, and how programmes and policies can effectively support sustained routes out of poverty. It shall unravel poverty dynamics, and shall identify 'drivers', in household demographics and gender relationships, intersecting inequalities, human development, livelihood strategies and risk management, and location, with a consideration of what leads to resilience. These drivers will be measured and analysed over the course of the Programme life.

Main Research Questions will be as follows:

- a. What events increase individuals' likelihood of entering and exiting poverty?
- b. What is the likelihood of entering and exiting poverty given these different events?
- c. What is the impact of Women's empowerment on Poverty dynamics?
- d. What can be done in view of the findings? Practical and Balochistan contextualised recommendations?

B: The Dynamics of Inclusive Development, with Focus on Gender Issues and Women Empowerment

For a community to be called developed, all segments of population i.e., women, children, minorities, and people with special needs should equally be developed and empowered. We are living in a society with half of population as women. It is impossible to develop a community while leaving women behind. Therefore, while devising a local development policy for Balochistan, women and other excluded groups mentioned above should not only be the beneficiaries but also the lead actors/agents of change and development.

This component of the study would provide possible pathways that could lead to inclusive development strategies and policies. Recommendations would help Government of Balochistan to formulate the Local Government and Rural Development Policy Framework and introduce interventions which will lead to enhanced inclusiveness for women, children, minorities and peoples with special needs to bring them in the mainstream and create an enabling environment where they could play their role for the greater benefit of the society. Possible questions to be answered in this study are as following.

- a. What governance arrangements and structural changes best empower local communities and women to shape development in their area?
- b. What are the socio-economic drivers of inclusive development and how these drivers help in the eradication of discrimination and alienation?
- c. What role do social mobilisation and community organisations play in sustainably ensuring inclusive development?

⁷ What are the push and pull factors households falling into and coming out of poverty?

- d. How could the findings and recommendations best serve the study purpose?

4. Study Methodology

In order to perpetuate shared learning, principles from the model of Participatory Action Research (PAR) will be employed in this longitudinal study in order to promote empowerment, participation and action for all stakeholders involved. PAR focuses on participating with people to improve and understand the context and needs of those involved in the development process, and includes those on whom the change is focused (i.e. communities, local and provincial government etc.). The emphasis is on collaboration, where the level of participation of different participant groups can be defined in the action research conducted within the principles of PAR.

The consultancy firm / entity will provide detailed technical proposals describing their understanding of the assignment based on these terms of reference, detailed methodology of the proposed research and comprehensive strategy for its implementation. Focus should be on mix of both qualitative and quantitative methodologies, research approaches and methods to address PAR study objectives. University of Mannheim will support the selected firm/researcher in reviewing the research proposal, methodology, tools, finding and reports. Indicatively, we propose that the consultancy firm / entity initially will establish the baseline benchmarks covering the systematically selected households' background and existing socio-economic profile at the first phase of the study assignment. Thereafter, a second phase of the study using the same tools and techniques followed by an end term study at programme's evaluation phase will be conducted. Two tracer surveys between the first and second phase and similarly 2 mini surveys between the second and last phase is recommended.

The following indicative matrix shows the proposed design of the study assignment:

Quarter/Year	Deliverable/s
Jan-Mar 2019	Phase-1: Baseline survey with systematically selected households and KIIs with national, provincial & local authorities
Jul-Sep 2019	Tracer-I with households randomly selected from the overall sample of the cluster
Jan-Mar 2020	Tracer-II with households randomly selected from the overall sample of the cluster
Jul-Sep 2020	Phase-2: Midline survey with selected households and KIIs with stakeholders
Jan-Mar 2021	Tracer-III with households randomly selected from the overall sample of the cluster
Oct-Dec 2021	Tracer-IV with households randomly selected from the overall sample of the cluster
Apr-Jun 2022	Phase-3: End line survey with selected households and KIIs with stakeholders

5. Contract deliverables

- Phase-1** Baseline report about the household poverty dynamics and women empowerment status in Balochistan
One Policy Brief to sensitise the stakeholders about the ground situation
- Phase-2** Midline report about the change in situation of household poverty dynamics and women empowerment status in Balochistan by comparing the results from baseline and two tracer surveys.
One Policy Brief to share the mid-course learning with all the stakeholders
- Phase-3** An overall synthesis report to demonstrate the situation and the process of any change since baseline in household poverty dynamics and women empowerment status in Balochistan by comparing the previous phases of surveys
One Policy Brief – to show what works and what does not work to change the household poverty dynamics and women empowerment status of rural communities of Balochistan

6. Timelines :

This is a longitudinal research study to be conducted in three phases by a selected consultancy firm/entity. The assignment is expected to start by January, 2019 and to be completed by June, 2022.

7. Intended users of the PAR Study report includes:

- i. Government of Balochistan, including Local Government and Rural Development Department
- ii. European Union
- iii. Union Council, Tehsil and District authorities
- iv. Rural Support Programmes Network
- v. Balochistan Rural Support Programme
- vi. National Rural Support Programme
- vii. Human Dynamics (HD) – Programme TA
- viii. Oxford Policy Management Programme TA
- ix. Women and men Community Institutions (CO/VO/LSO/Networks of LSOs)
- x. Local businesses and private sector
- xi. Other stakeholders

8. Team Composition, Qualifications and skills

Ideally we are looking for a research firm/team with *Team Leader/Rural Development Research Specialist and Field Research Expert and a Gender expert* with excellent research skills and field researchers but we are open for better team composition suggestions.

Minimum of Master Degree in Social Sciences Preferably Economics, Development studies, Sociology, Anthropology or equivalent' from a recognised University is required. A recognised foreign Master research degree or PhD degree in any of these fields will be preferred. A research firm/team with an association with University or research institution will be given preference. As the study also demands meeting women at the grassroots level, therefore, the service provider should ensure proper and relevant female researchers/enumerators in the team and should ensure that female members of the team go to the field and collect extensive data from female.

Professional experience

- Preferably 10 years' experience but a minimum of 5 years' demonstrated PAR/longitudinal research experience through research publications in the field of Poverty dynamics, community driven development and gender assessments etc. in developing countries is required.
- Knowledge of local government functioning, poverty dynamics, gender issues, community driven development and social mobilization approaches within the context of Pakistan.

9. Mode and schedule of Payments

- a. All payments will be made by RSPN to the selected Consultant through crossed cheques(a) after necessary deductions as per applicable laws of Government of Pakistan.
- b. The tentative mode of payment is given below for the understanding. It will be finalised at the time of contract.

Installment	%age of total amount	Time * Upon successful completion of the following deliverables
First	20%	Upon submission and approval of inception report including work plan
Second	20%	Analysis of data and submission of draft Phase 1 (baseline) report
Third	20%	Upon submission and approval of Phase 2 (midline) reports with policy brief
Fourth	20%	Upon submission and approval of Phase 3 (endline) reports with policy brief
Fifth and Final	20%	Upon submission and approval of final report with policy brief

Annex A: The RSPs Network in Pakistan

1982	AKRSP	Aga Khan Rural Support Programme: Works across Gilgit-Baltistan and Chitral. Winner of Sitara-e-Imtiaz (1991), Magsaysay Award (1992), Duke of Edinburgh World Conservation Medal (1994) and Ashden Award 2005. Japanese award for most innovative development project 2006.
1989	SRSP	Sarhad Rural Support Programme: Works across the Khyber Pakhtunkhwa province and FATA. Winner of the Ashden Award 2015.
1992	NRSP	National Rural Support Programme: The largest RSP. Works across Pakistan and AJK in 57 districts. NRSP has two subsidiaries: the NRSP Microfinance Bank and Institute of Rural Management (IRM). Also supported the establishment of GBTI and PRSP.
1993	IRM	Institute for Rural Management is the largest civil society provider of training in the country. Declared a Centre of Excellence by UNECOSOC for Asia and the Pacific in 2001.
1995	GBTI	Ghazi Barotha Taraqiati Idara: Works in selected Union Councils of Swabi, Haripur and Attock districts of KP and Punjab.
1997	TRDP	Thardeep Rural Development Programme: Works in Tharparkar, Umerkot, Dadu and Jamshoro districts of Sindh.
1998	PRSP	Punjab Rural Support Programme: Works in central and southern districts of the Punjab province.
2001	BRSP	Balochistan Rural Support Programme: Works in central and northern districts of the Balochistan province.
2002	SGA	Sindh Graduates Association: Based in Karachi and also works in selected areas of rural Sindh.
2003	SRSO	Sindh Rural Support Organisation: Works in central and northern districts of the Sindh province.
2004	FIDA	Foundation for Integrated Development Action: Works in Dera Ismail Khan and Tank districts of KP, and South Waziristan Agency of FATA.

Annex B: BRACE Implementing Partners and their role

Implementing Partners	Roles and Responsibilities in BRACE
Overall BRACE 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
Rural Support Programmes Network (RSPN)	RSPN is specifically responsible to strengthen the technical and institutional capacities of BRSP and NRSP and provide support and evidence to the Programme TA in order to effectively support the Government of Balochistan (GoB) in its objective of improving public service delivery.
Balochistan Rural Support Programme (BRSP)	<p>BRSP and NRSP will implement the Programme at in the target district and will contribute in empowering citizens and communities and in providing 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.</p> <ul style="list-style-type: none"> - Implementation of grant agreement with EU aiming at implementing all the activities under the expected results in all union councils of the eight targeted districts of the BRACE by RSPs with technical support from RSPN. RSPN is primarily responsible for implementation of selected Expected Result of the BRACE. - The leading role of BRSP and NRSP is to foster a network of institution of the people as mechanism for engaging local communities in their own development process, create forums for accountability of government to the citizen’s need and improve the demand side of the development equation to create effective demand and receiving mechanisms for public services. RSPN is primarily responsible to strengthen the technical and institutional capacities of BRSP and NRSP and provide support and evidence to the EU TA in order to effectively support the Government of Balochistan (GoB) in its objective of improving public service delivery. <p>BRSP is implementing the rogramme in Districts Jhal Magsi, Khuzdar, Killa Abdullah, Loralai, Pishin, Washuk, and Zhob</p> <p>NRSP is implementing the Programme in in District Kech/Turbat.</p>
National Rural Support Programme (NRSP)	
Partner RSPs (BRSP and NRSP) and RSPN	
Human Dynamics	<p>HD Will contribute in attaining Programme’s specific objective two by:</p> <ul style="list-style-type: none"> • A dedicated policy framework to deliver economic, environmental, and social outcomes in a process involving the local governments/authorities and communities, and its institutional arrangements for community-led local development and participation in local governance processes for effective service delivery in partnership with local governments/authorities is developed and operationalised; • Improved capacities of the local governments/authorities to become "developmental", mobilise their resources to reach out communities, and systematically involve them in planning, co-resourcing and managing local development activities;

	<ul style="list-style-type: none"> • The Balochistan Rural Development Academy has acquired the necessary capacity to deliver a comprehensive capacity-building Programme on community-driven development, and local governance; • Technical and intuitional capacities of Programme implementing partners strengthened to effectively support the Government of Balochistan in its objective of improving public service delivery; <p>Cross cutting /managerial tasks are implemented in support of the project objectives and expected results.</p>
Oxford Policy Management	<p>- Will support GoB in Public Finance Management reform to improve the efficiency with which provincial government’s budgets are used to improve the quantity/quality of front line public service delivery;</p>
Government of Balochistan (GoB)	<p>- Adopts long-term policy-based developmental approach by improving PFM systems</p> <p>- Development of a rural development policy framework</p> <p>- Adopts a rural development Sector-wide Approach in Balochistan</p> <p>Improvement of socio-economic conditions of the people of Balochistan.</p>