



# URAP

Union council rehabilitation Plan





## Objectives

The objective of the Urap was for the people of a particular union council to analyze and assess their existing situation. On the basis, of this analysis of this assessment and through a participatory process they worked together to prioritize their needs.

The process was meant to bring people of different villages together to collectively share and decide how best the rehabilitation and development process should be carried out within their villages and at the level of the union council so that the resources developed created maximum benefit for the people of the Union council

The Urap is a living document and a shared vision of how the people of the U.C. would like to see the government commit funding for their areas. This document developed collectively, outlines the minimum necessities required to create an environment where access to services, health and education and the provision of infrastructure is within acceptable limits. It is hoped, that government and nongovernmental funding will respond to the needs that have been ascertained by the people through a process of analysis and negotiation.

## Choice of Union council

On 8th October 2005 a devastating earthquake hit the north of Pakistan and Azad Jammu and Kashmir causing wide spread destruction and leaving more than 80,000 people dead. Abbottabad district in the NWFP was amongst the areas that faced the brunt of this devastation. Amongst the 51 union councils of the district 7 were very badly effected. The foundation when deciding on the

*Pattan Kalan is one of the 51 Union Councils of Abbottabad District in the North-West Frontier Province of Pakistan. Pattan Kalan is located in the eastern edge of Abbottabad district where it forms part of the North-West Frontier's border with Muzaffarabad District, Kashmir. It also borders the following Union Councils within Abbottabad district, Kukmang and Boi to the north, Kuthwal to the west, Beerangali and Nambal to the south. The Union Council, with a population of 16116, is subdivided into the following areas: Bandi Sararha, Banota, Chamiali, Khokhriala, Larri, Sialkot, Maseena Kalan and Pattan Kalan*

choice of union council for the Urap decided to choose one of these. The following considerations shaped its decision to choose Pattan Kalan

Amongst the UCs under consideration, Pattan Kalan consisted of villages that did not have strong local organizations as compared to the others. The foundation felt that this intervention would help improve its links within the UC and give impetus to its efforts of helping the people organize at the village level. It was a UC the foundation was least familiar with and as such would help us ascertain whether it was possible to conduct such a process without effective partners in each of the 24 villages.

The challenges in this UC for implementing this program were greater. It was newly formed by the amalgamation of two union councils hence the level of social cohesion was questionable. This would bring to the fore issues at the planning and negotiating stage and as such would be a good learning experience.

*The Urap process was broadly divided into the following steps:*

### **Stage 1**

- Selection of Union council
- Selection of villages for Vraps: This was governed by the existence of effective partner organisations and by their geographic location within the union council.
- Developing a framework for the Vraps: This was done by the foundation through a workshop attended by all staff. It comprised of sections that related to the situation before the earthquake, the seffect of the earthquake on existing facilities within the village and the family itself. It's effect on people, their sources of livelihood and the losses they had suffered. They also through this participatory process analysed their situation and stated their priority needs for the rehabilitation process
- Training of activists for conducting Vraps : Activists from different areas participated in this 2-day training conducted by the foundation. It outlined PRA methodology and taught the participants how to use various PRA tools for analysis and reflection

- Conducting Vrap: the activists implemented The Vraps with assistance given by foundation staff. On average it took 15 days to conduct the process within each village. The process was carried out separately with men and women.
- Analyzing and synthesizing information gathered through the Vraps. This was done by the foundation.
- A questionnaire for the survey: This was developed by the foundation and was based on the Vraps.

## Stage 2

- This involved developing a social map of the union council. It helped define how people see their union council and how they identify are village. It also helped the foundation staff pinpoint where gaps in representation were present. The villages as seen by the people of the union council normally vary from those as shown on government records. In this case, the people identified 24 villages by further subdividing the 8 revenue villages.
- The gaps in representation were filled, by asking activists to contact those villages not represented and a follow up meeting held to ensure full participation of the union council in the Urap process.
- Training of activists and P.O. representatives from the Union Council was conducted to develop a methodology for the survey.
- Local activists, urban youth and the foundation staff collectively carried out the survey in all 24 villages. This survey was conducted by taking a sample of 10% of all households with equal representation of male and females.
- The survey was based on the vrap framework and helps ascertain the conditions before the earthquake, the facilities available and the destruction caused. It also asked people to prioritize their needs at the village level.
- The results of the survey analyzed and tabulated. The priorities given numerical values in order of priority and village priorities identified through this exercise.
- The social map prepared initially was up-graded through information gathered in surveys and consultation with local government officials.

*“This is the first time we have seen a map of our union council showing our villages”*

### A participant at the U.C. meeting

The foundation staff through extensive research gathered data on government allocations for work in various sectors that had either begun or earmarked through the issuance of PC-1's. This was verified on ground as far as it was possible.

The information that evolved could then be summarized into 3 categories:

1. Government allocations
2. Village level priorities
3. Existing facilities



## Union Council Meeting

A grand meeting of the activists representing all the villages of the Union council was held on 25th, 26th and 30th and 31<sup>st</sup> of July 2008 at the foundation office in Abbottabad. This was conducted in two 2-day sessions. The process was as follows: A map developed from the social map was presented for approval and with a few minor changes was adopted as a true representation of the location of roads and villages.

A number of large maps were printed and displayed. Village representatives were each given a folder containing a list of priorities as developed through the vrap and the surveys. These were also displayed in full view of all participants. They were given an opportunity to go through all these priorities. One by one each exercise was conducted through the use of maps and symbols which were displayed. Different colored pins, ribbons etc symbolized various facilities.

### Exercise 1

Representative of each village were asked to come to the map, locate their village and place symbols of the top 3 priorities of the village that were ascertained as a result of the Vrap and surveys conducted.



### Exercise 2

After all the villages had placed their priorities on the map, they were asked to make groups, each consisting of people from the same village and review their priorities and decide which of these were solely to benefit the village and which of these could either impact the UC or a group of villages. They were also asked to pinpoint facilities which were linked or dependent on other villages. After reaching consensus within the groups they were asked to transfer those symbols from the map representing village priorities to a new one placed alongside it that represented UC priorities.

### Exercise 3

Village reps were then asked to work on a third map. This exercise was meant to establish linkages and inter village dependencies. Each village came and connected ribbons between their village and others. The links symbolized access to facilities, social contacts and relationships. It was interesting to see that the village with greater facilities had a greater sphere of influence. This networking diagram and people's responses gave interesting insights into the political dynamics that prevail.



*Networking diagram*

#### Exercise 4

The networking diagram was used to make clusters. There were some adjustments made however as the links displayed were in some cases not based on choice. These groups were asked to review their priorities and decide if a facility could be shared rather than be present in each village e.g. a high school would need a certain minimum number of students. They were also asked to see if a water source could be shared, a road designed so that it was of greater benefit and more efficient. In essence, review and adjust these priorities so that maximum benefit could be derived through minimum investment. It was thus a process of negotiation and involved thinking beyond the village



*Negotiating and proposing*

#### Exercise 5

Each cluster made its suggestions. These adjustments were made to the U.C. plan and other villages were also allowed to respond. It was seen that within the clusters gave up certain facilities and accepted their location in other villages with a view to sharing them specially with respect to schools and health facilities. In the plenary hard negotiation were also seen in the following circumstances:

If a proposal was unfeasible

If a location was only benefiting a particular village

If a scheme was deemed to be too expensive



#### Exercise 6

The identified works were designed and costed. The activists and the foundations engineers together worked out the cost of infrastructure schemes. Facilities such as schools and health facilities were costed through available government tenders.

The costs were tabulated and a cost for the overall URAP were finalised. In the end the final URAP was reviewed and final approval given. Each map was photographed for record purposes. These maps were then reproduced to reflect people's priorities as finalized in the workshop, existing facilities and government allocations as reflected in the PCI. These maps were professionally drawn, printed and taken to the people of the union council. This was achieved through a series of corner meetings organized by activists.



*Costing and designing*



## The people's assembly

*As decided in the workshop 2 people's assemblies were planned to follow the corner meetings.*

The issues discussed at the people's assembly were in the following sequence. It was an interactive process and people were presented the work carried out by the activists and their reactions solicited through the following steps

### **What is a URAP ?**

A plan developed in consultation with the people. It must reflect people's priorities and how they would wish to see their UC develop over a fixed timeframe.

### **Why a need for it?**

The following points were raised to identify the importance of the URAP

- Ascertaining the needs of the UC as seen by the people.
- Combined ownership of a development plan for the UC
- Basis for an advocacy campaign
- Tool for negotiating with various tiers of government.
- Information basis for public representatives and various governmental and non-governmental agencies.

### ***An introduction to the process***

The activists informed the assembly how the URAP was developed. The steps they identified included the following:

- Vrats
- Surveys
- Ascertain village priorities
- UC priorities
- Synthesising peoples priorities
- Analysing needs and making choices
- Presentation and validation



### ***Presentation of the process***

Activists Identified priorities at village level and informed others how these would benefit the other villages within the UC Those that were negotiated were also identified and the shifting of a certain priority and the reasons behind this were shared with the participants. This process focused on people's priorities and mainly dealt with the following sectors

- Schools
- Health facilities
- Roads
- Water
- Others

### ***Government Allocations.***

The allocations made for projects were presented by the foundation staff and those not yet initiated identified by the people present. These were dealt with sector-wise and the dialogue was based on the information gathered from government documents and related to government allocations. A comparison of peoples priorities and government allocations was also presented and the gap in resources identified.

### ***Methodology to create changes to the URAP***

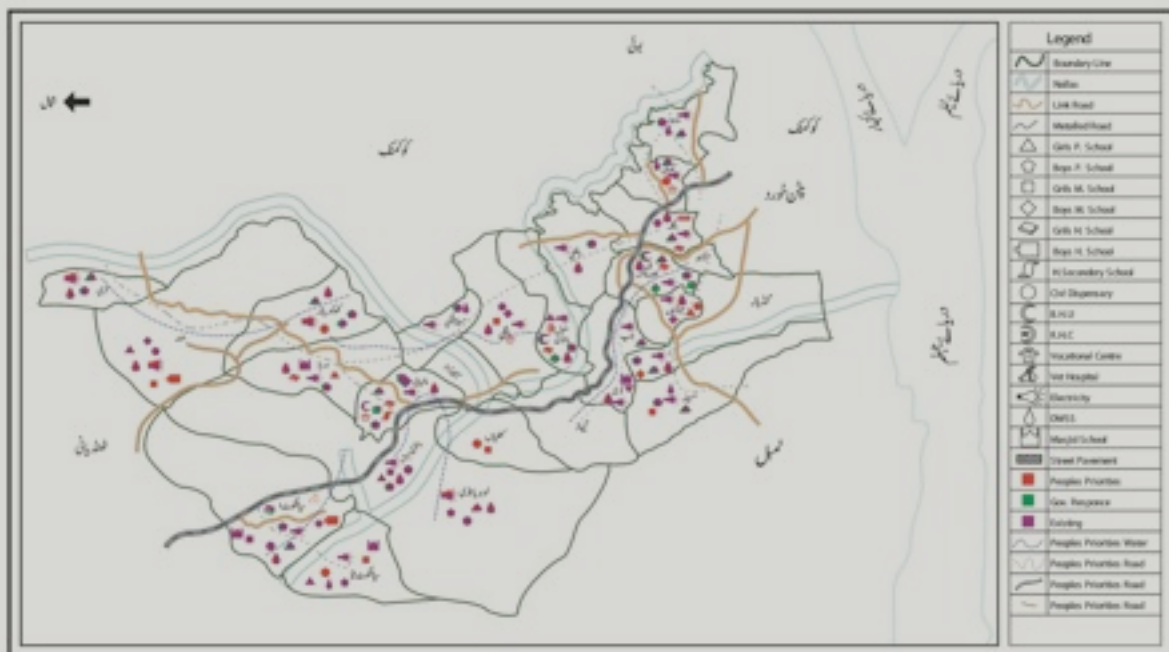
It was decided that if a village wants to make any change in the URAP it shall through a resolution duly signed by atleast 50% of the households of the village request an amendment. This shall be brought to the UC meeting to review the proposal and take a decision. A 6 month timeframe was suggested for review. This meeting will also act as a monitoring meeting of progress of projects.



### Strategy for implementation of the URAP

It was decided that follow-up needs to take place to take this work forward and a joint strategy was devised. The points that were raised are as follows:

- Strengthen people's organizations
- To acquaint people with the URAP. Meetings at village level to share the process. To build understanding and ownership
- Meetings with the provincial and federal government and Perra officials. To seek support and explain the process. Projects clearly identified and an idea of costs will enable better negotiation
- Presenting the Urap to donor agencies. To seek support and explain the process
- Projects identified that could be built in partnership to reduce costs
- Phase-wise development could be developed within a timeframe.
- A campaign to bring attention to the URAP process that will include
- Billboards on the main roads.
- Posters, banners and plans displayed in the villages.
- Articles in newspapers, statements in the press and media attention
- Seminars, etc. to highlight Pattan's plan and its people's commitment to see it fulfilled.



The Final proposal of the Union Council Rehabilitation Action Plan