Plan of Action for Pakistan and Afghanistan

1990 - 1992

Peshawar, NWFP
Pakistan
PLAN OF ACTION 1990/91

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TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Background:</td>
<td>1</td>
</tr>
<tr>
<td>Radda Barnen Field Office:</td>
<td>5</td>
</tr>
<tr>
<td>Radda Barnen Training Unit:</td>
<td>7</td>
</tr>
<tr>
<td>UNHCR Social Services:</td>
<td>15</td>
</tr>
<tr>
<td>UNOCA Field Adviser for Rehabilitation:</td>
<td>19</td>
</tr>
<tr>
<td>Darus Salam Trust:</td>
<td>21</td>
</tr>
<tr>
<td>EIL Women's Income Generation Programme:</td>
<td>23</td>
</tr>
<tr>
<td>HI Community Based Rehabilitation:</td>
<td>24</td>
</tr>
<tr>
<td>Afghanistan:</td>
<td>25</td>
</tr>
<tr>
<td>Pakistan:</td>
<td>27</td>
</tr>
</tbody>
</table>
BACKGROUND:

General:

Current plans and projections for Radda Barnen activities in Pakistan and Afghanistan should be seen in the context of their history and development. A number of other documents are available to describe these in greater detail, but a sketch of some of the pertinent points will be included here.

From 1984, Radda Barnen seconded a Social Services Officer to UNHCR Sub Office Peshawar and another to Sub Office Quetta. This was rather similar to the seconding of Junior Professional Officers (JPOs). Radda Barnen did not do this as part of its overall programming nor was there a clearly designated plan to integrate this donation to UNHCR with overall Radda Barnen policy or its recent strengthening of its emphasis on the rights of the child. Pakistan was not a Radda Barnen programme country at that time and Radda Barnen did not begin its current focus on children’s rights in its overseas operations until 1988. Each year the seconding of social services officers to UNHCR in Pakistan was treated as a distinct project, and the Radda Barnen Board decided (each September) to continue the following year.

The first change in this state of affairs came in 1986 when the Social Services Officer (SSO) in Sub Office Peshawar (SOP) proposed that the Commissionerate for Afghan Refugees (CAR) of the Government of Pakistan (GOP) create a Social Welfare Cell (SWC) of field workers to do the identification of the most needy and other vulnerable groups, to assist in the coordination of the large number of agencies working in each camp, and to promote self help community development. She also proposed that Radda Barnen send a second Programme Officer to handle the disabled side of the Social Service Unit in SOP, and to send two Swedish Master Trainers to set up a Training Unit to train the new SWC Coordinators of CAR. Radda Barnen agreed to the proposals and extra funding; through 1987/8 these additions were implemented.

As there were a number of difficulties in setting up the Training Unit, the Chief of Mission of UNHCR suggested that Radda Barnen apply for its own No Objection Certificate (NOC) for accreditation in the country to operate as an implementing agency. Radda Barnen Board was reluctant to make the NOC application at that time because doing so would imply a greater commitment to the country than Radda Barnen was prepared to accept at that time. Funding for Pakistan, although increased, continued on a year-to-year decision-making basis.
In these programmes, which are carried out within the UNHCR overall programming for refugees, any benefits to children were seen mainly in the context of children being part of their families and communities in the refugee camps. In the Social Services Unit of Sub Office Peshawar, while there were sporadic efforts aimed at children, there was no specific focus, as such, on the rights or needs of children.

Meanwhile, Radda Barnen initiated a number of assessment activities, with a view to deciding either to end the ad hoc year-to-year support or to develop a programme. One such activity was the hiring of a consultant on rehabilitation of handicapped to assess the sending of a specialist. Another was a joint UNHCR / Radda Barnen Mission, October, 1988, to investigate difficulties, assess needs and opportunities, and make recommendations.

It was recommended that Radda Barnen second a third officer to SOP, to coordinate the Social Services, to ease the friction that had developed within the Radda Barnen group and between it and UNHCR, and to further assess the viability of Radda Barnen designating Pakistan as a programme country. It was also recommended that Radda Barnen second a medical doctor as a rehabilitation advisor to UNOCA (Operation Salaam), at the request of UNOCA, to assist in the coordination of projects for the handicapped within the massive reconstruction efforts in Afghanistan after the Geneva Accord when all the refugees were expected to return to their war torn country.

A Canadian was hired in May, 1989, as Team Leader for the Radda Barnen staff in Pakistan, and to assess the viability of developing a programme. He recommended that Radda Barnen apply for the NOC, that support for refugees continue until they return (the massive return not taking place in 1989 as had been expected), that the support be modified to assist in their preparation for return, that projects be developed for Pakistani children, that plans be developed for eventual direct work within Afghanistan (avoiding the "cross border" approach now taken by a number of NGDOs), that Radda Barnen phase out its support to Sub Office Quetta where there was no desire to promote self help or develop a social services programme, that a greater focus on children be put into current activities and built in to all new projects, and that appropriate means to promote the rights of children, viz the UN Convention, be generated and assessed.

Those recommendations, with input and direction from Programming Division of Radda Barnen, Stockholm, have now been translated into current activities and plans, including this Plan of Action.
Programme Content:

The main emphasis of Radda Barnen's current programme in Pakistan (i.e. social services and community development among Afghan refugees), is related to its presence here since 1984 with the seconding of Social Service Programming Officers to UNHCR.

The Radda Barnen programme in Pakistan today is in a state of development and expansion: (a) to include non Afghans and non Refugees, (b) to move more into the sector of disabled as well as other vulnerable groups, (c) while still working in the social sector among Afghan refugees.

This emphasis reflects the particular niche in which Radda Barnen has found itself, due to the large number of refugees, and the large number of agencies working in all sectors. Our sister organization, Save the Children (UK), for example, is doing an excellent job in primary and community health training, and it would thus be inappropriate for Radda Barnen to duplicate their work. Rather, there are a number of interfaces in our work, and areas where we are seeking increasing cooperation, as our work is complementary in many ways.

Priorities (Emphasis and Balance):

It is quite clear that there are many areas of work for Radda Barnen, continuing in the refugee camps in Pakistan, adding some new elements of work for Pakistani children in rural areas (especially those most affected by eleven years of hosting refugees), and eventually opening up a programme inside Afghanistan (when more political and military stability prevails) as part of the massive reconstruction process needed there.

There appears to be at this time a much lesser need for work in other sectors, such as for street children, primary health care, and mother and child programmes (the latter being a very sensitive sector in the culture and society of conservative Afghan refugee villages). There may be a need in the intermediate future for some rural educational programmes, but this must still be investigated further.

Level of Ambition:

While the need is very great, the currently planned level of expansion of Radda Barnen is quite modest, yet very close to the maximum or optimum level of programme development.
Among other factors, for example, because of the low level of education and the high demand from the large number of foreign NGOs, it is very difficult to recruit suitable qualified staff. The institutional and socio-economic capacity of the host area to provide resources for expansion must be considered. Furthermore, to expand at a greater rate would invite mistakes and potentially some wrong directions that may be harder to correct later.

**Volume:**

Current capacity of Radda Barnen to operate effectively in this region is about 7,000,000 SEK per annum.

**Cooperation Partners:**

Up to 1989, before this was designated a programme country, there was only one operating partner, UNHCR. In 1990, this expanded to also include Experiment International Living (EIL), Handicap International (HI), UNOCA (Operation Salaam), and Darus Salam Trust. The goal is to locate and develop working relationships with local NGDOs or local equivalents, of which Darus Salam Trust is the first (and only, at present).

**Information:**

Until a functioning Programme Support Office can be set up, the flow of information will necessarily be sporadic and of an ad hoc nature. Ensuring required flow of information will be one of the functions of the Support Office (RB/PSO, see below).

Some time in 1991, it is proposed that the RB/PSO investigate the possibility of forging links with the University of Peshawar, in appropriate departments such as Community Development and Social Sciences, to engage in contract research. This would perhaps be the funding of research costs of a graduate student.

**Links with Swedish Member Groups and Supporters:**

Up to 1989, there were no formal links with Swedish member groups. This began to change with the visit of two provincial board members in January, 1990, and a Board member in February, both of which were very successful in increasing the awareness within the staff in Pakistan of the voluntary nature of Radda Barnen, and the value in establishing working links with member groups in Sweden. Links would be most appropriate with the Training Unit, and the Darus Salam Trust project. (See below under the separate projects).
RADDABARNEN FIELD OFFICE: RB/PSO, 332/000

The Radda Barnen Pakistan Programme Support Office (RB/PSO) was proposed in late 1989, and approved by Stockholm in March, 1990. This office will be the de facto Field Office for Radda Barnen in this region.

Programme Content:

The RB/PSO was initiated after it became apparent that if a number of projects and local activities and initiatives were to be planned, promoted, supported and monitored, then a Radda Barnen Field Office must be established.

An ongoing debate in RB-Pakistan is the level of administrative, accounting, and professional support that the RB/PSO can give to the Training Unit, as well as function as a regular Radda Barnen Field Office.

Priorities (Emphasis and Balance):

The main justification of the Field Office is the development of new projects and activities, assessment and monitoring of ongoing projects, administrative and accounting support, some limited professional support, communications between Stockholm and the field, development of appropriate local activities viz the UN Convention on the Child, liaison with all operating partners and fellow NGOs (including our sister SCF organizations and other child oriented organizations such as UNICEF), and activities related to being the official representation of Radda Barnen.

Level of Ambition:

As well as operating an administrative office, with communications and related office equipment, an administrative and operations staff is needed, composed of the following types of positions: Programme Officers, Administrator, Accountant, Secretaries, Typist(s), Clerk(s), Receptionist, Driver, Messenger and Security.

Volume:

The volume of work and budget of the RB/PSO should be only what is necessary to develop new projects where and when appropriate, to monitor and support ongoing projects, to act as a focal point for policies and communications to and from Radda Barnen in Sweden, and to promote local initiatives.
Cooperation Partners:

This is not an activity or function in itself which calls for implementation by a local organization. It will, however, serve as the focal point and negotiating centre for all operating partners in the programme.

Information:

As an administrative unit, the RB/PSO would be most appropriate for coordinating all field reports sent to Stockholm by the various projects, to collect newspaper clippings and other media releases about children and about local events and situations which have a bearing on children, to forward to the FAKTA, Fund Raising, and Information sections of Radda Barnen in Stockholm, and to keep the Programme Section of RB/STO advised as to all relevant events and conditions which affect ongoing and planned RB activities and projects.

Links with Swedish Member Groups and Supporters:

As a Field Office, the RB/PSO would be the most appropriate channel for information flowing between Stockholm and the Field, arranging visits from and to Sweden and Pakistan, and channelling reports and correspondence between project staff and various member groups in Sweden. It should remain a coordinating and channelling unit, rather than the starting or ending point for such information.
PLAN OF ACTION 1990 - 1991

RADDABARNEN TRAINING UNIT: RB/TU, 332/203

The Radda Barnen Social Services Training Unit (RBTU) was the first implementing activity of RB in Pakistan. Because of the large number of other implementing agencies, the special niche of Radda Barnen, in Community Development and Social Work training, implies that the Training Unit (with some modifications) should remain the core project in Pakistan. That should not limit RB in identifying other sectors, eg community based rehabilitation (as it is doing) as it expands its scope to include non refugees and to plan for work in Afghanistan.

Programme Content:

The Training Unit gives initial and ongoing, classroom and in-field, training and support, to the staff of the Commissionerate for Afghan Refugees (CAR) Social Welfare Cell (SWC), to Afghan refugee community volunteers and committee members, and to various agencies. Field staff of non-Government organizations and other UNHCR or UN supported implementing agencies will also be trained and supported in field work activities.

Training means training in the techniques and objectives of community and social work. Support means encouragement and motivation which are particularly needed in social and community work, which has a high "burn-out" (discouragement) rate.

Originally, RBTU was set up in 1987 to train the newly hired but untrained field coordinators of the fledgling SWC of CAR in social work and community development techniques.

Subsequent to that time, the scope of RBTU work has been expanded to include:

- an increase in field support and field supervision,
- the promotion of community social work activities in the refugee camps,
- awareness-raising training of territorial staff of UNHCR and Government of Pakistan administrators,
- training of staff from various NGDOs in field techniques, and
- the recruiting and training of community volunteers from the refugee camps.
Priorities (Emphasis and Balance):

Since the inception of RBTU, the focus has shifted from the mere training of SWC Coordinators for CAR and UNHCR purposes, to training that is aimed at direct community actions being taken in the target communities.

Level of Ambition:

The long run objective of the Training Unit is to be self running with wholly local staff, Pakistani and Afghani. How long a "run" that would be is, perhaps, too early to estimate now.

While the field work and training activities of the Master Trainers is very productive and yielding positive results, there are still some serious defects in the overall administration of the training unit, and its ability to function on its own. Accounting, Procurement, Stores, and Communication functions of the Training Unit are not operating effectively. This appears to be the result of not enough trained and self motivated administrative staff. More interest and supervision from the Master Trainers is needed. At present, the Master Trainers prefer to spend their time and energy on training and community development (which is the reason they were brought). Either one of them must act partly as Project Manager of this project, or a new Project Manager must be hired to run the Training Unit.

Unless there is a complete turn around in the administrative capacity of the RBTU, it is unlikely that it could sustain itself, even were funds available, without the current expatriate input.

What may be an appropriate intermediate strategy is to reduce the number of expatriates from two to one, change her/his function from Master Trainer to Adviser or Training Coordinator, install a local male and local female Master Trainer and local Project Manager, and continue the expatriate input that way for another five years. Continuation of expatriate staff in RBTU is linked to continuation in the UNHCR Sub Office, Peshawar (see below).

Volume:

Two new field assistants have been hired in addition to the two who have been on staff since 1988. There are now two female and two male field assistants (trainers), as well as a both a male and a female Swedish Master Trainer.
Cooperation Partners

Trainees have been SWC Coordinators from CAR, and through them a number of activities for children have been implemented. As new trainees are sought (eg NGOs and other agencies as RBTU expands its scope), further community activities will be implemented through them.

Information:

Report writing and basic language skills are not strong points with the RBTU staff, although they do teach both to their trainees.

Links with Swedish Member Groups and Supporters:

With the sending of two Training Assistants to Sweden for further skills acquisition, it is expected that they will be hosted and establish links for the future with Swedish member groups.

Field Office:

There is an ongoing debate between RBTU and RB/PSO about the level and nature of administrative and professional support that the Master Trainers can expect from the Field Office.

Training of UNHCR, CAR staff, other officials:

Workshops and conferences for persons interested in social animation, promotion of self help development, and social services to rural areas will also be organized.

The link to UNHCR Social Services:

The Radda Barnen Social Services Training Unit is treated administratively as a standard UNHCR project, with RB as implementing agent (RB still funding it through UNHCR fund raising channels), to increase effectiveness of monitoring and financial reporting. The Training Unit will, however, for legal purposes, continue to be considered part of the UNHCR Sub Office Peshawar, included in the Group NDC obtained by UNHCR for some of its funding and operating partners, until Radda Barnen is totally independent.

The Master Trainers will report to the RB Country Representative, while the RBTU project will be monitored and supervised by the Social Services Officer (Vulnerable Groups) (who happens to be an RB cooperator; 332/201, below) as for any implementing agency.
PLAN OF ACTION 1990 - 1991

THE RBTU Workplan:

As part of the ongoing efforts to improve planning and administrative procedures of RBTU, a four month Workplan was developed (for December to December, 1990), as a cooperative effort between the Master Trainers and Country Representative.

The work plan is aimed at developing the present experimental activities of directly recruiting and training Community Volunteers from the refugee camps. It sees the activity as having three levels, with different training techniques and locations and content, yet with the same four basic topics.

The three levels are:

- refugee men, community volunteers,
- refugee women, community volunteers, and
- administrators,

as it is recognized that community approaches to social work in the camps, if aimed at children, must be done through women, and that work through women must be done through the men, and that community work in the camps requires the understanding and cooperation of the administrators.

The four topics are:

- the needs of children,
- community health,
- women and income generation, and
- preparation for repatriation,

as these are seen as the most needed.

The objective of this training is to initiate activities in the refugee villages, especially those focussed on children. Where the planned activities are found to be successful, as indicated by activities being started, then the workplan will be expanded (and modified according to lessons learned) for the whole of 1991.
Developing child groups:

One of the uniquely creative activities to emerge from RBTU field activities has been the combination of social work ("helping people") with community development (promoting "self help").

Historically the promotion of community development has resulted in the building of community hardware, such as latrines, roads, and water supplies. While this has also been done in this project, there have also emerged a number of self help activities in the refugee camps for new arrivals, that are non-hardware. For example, a few self help groups were organized to deal with the emotional trauma of flight from a war ravaged home community, tribulations en route, and then adjustment problems on arrival. While some of these were originally called self help "schools," which raised eyebrows in the UNHCR Education Sector, they were effective as a low cost way to come to terms with the psychological effects on children of becoming refugees.

Social Welfare Committees:

While the organizing of local development committees in rural villages has been a standard feature of community development work since its inception, the unique features developed by the triangle of Radda Barnen Social Workers in UNHCR, Master Trainers in RBTU, and the SWC Coordinators in CAR, may very well be a model that could be repeated in other extremely conservative rural Islamic communities elsewhere.

The issue is the degree to which the culture is sensitive to programmes for and by women. Afghan refugee women are expected to get married and stay home in purdah (cloister, literal meaning is "curtain"). On the other hand, the world community, including international donors, do support programmes that promote equality of women. The degree to which this is opposed by the fanatics was demonstrated by the riots against Shelter Now (SNI) at Nasir Bagh in May, 1990, and the attempted shooting of an expatriate working for SNI, in apparent opposition to their women’s counselling programme at the widow’s camp.

What the SWC Coordinators discovered is that they could form male oriented Social Welfare Committees (the name given here to the equivalent of village development committees), and reduce the fear and opposition to self help as a principle of village development. In the rural areas of Afghanistan there has been a long tradition of village self reliance, even though it was not promoted by professional animators. Then some time from eight to eighteen months later, female SWC Coordinators could begin work
organizing women's Social Welfare Committees, as long as they observed local customs (which differed in content and degree from camp to camp -- they are not ethnically homogeneous). Eventually programmes for educating, motivating and organizing refugee women could be established, so long as this routing of means of access (male committees --> then female committees) was followed.

While this is obviously not a universal panacea, it does work. Requests have even come from the male leaders of other refugee villages, asking to have their women organized.

For activities focusing on children aged 2 to 18, it is not a "mother/child" but a "family/child" approach, where the male members' resources are brought in. As a parallel to this, at the community level, the "father" and the "mother" must be involved.

This is one example of techniques and strategies developed by the RBTU for SWC which could be incorporated into a curriculum for working with NGOs and other agencies interested in developing their community and social work components to their programmes.

Community Volunteers:

When this project was first proposed, it included the eventual training of what were called "Outreach Workers." They were not recruited at first because it was not specified who should do that recruitment, UNHCR or CAR. Finally, RBTU took the issue in hand and directly recruited the "Outreach Workers" and began training them for work with handicapped, deaf-mutes, retarded children, and so on. It became immediately apparent that these were not "Outreach Workers," which implies agents from the agency reaching out to the target communities. Project documents now refer to them as "Community Volunteers," a more valid term.

Another, more substantive, modification of the original planning was that the training of Community Volunteers was not aimed at the mere transmission of organising or social work skills, but became aimed at promoting action in the camps (social animation rather than skill acquisition becoming the objective). The output of the RBTU became "action in the camps" rather than "teaching skills and information."

Training of Volunteers:

Training in community development will be given to Afghan refugee representatives (including Community Volunteers) and Social Welfare Committee members, in handicapped and child related social issues, and preparation for repatriation to Afghanistan.
Training of SWC Staff:

The Training Unit Staff will assist its trainees in working with refugee villagers in designing, promoting, implementing and evaluating projects to prepare for repatriation to Afghanistan.

Training will continue to be both theoretical and practical. RBTU will use existing as well as develop new training materials.

Special sessions will be arranged for managers of social services field workers.

Training and support will focus on:

- techniques of social animation (promoting self reliance) / community development, including
- making community surveys,
- recipient participating data collection,
- identification of vulnerable groups,
- child development,
- mental and emotional illnesses (especially as associated with refugee conditions),
- identifying self help projects,
- communications techniques,
- management techniques,
- community level sector integration,
- community strategies for diminishing the dependency syndrome, and
- the practice of refugee community services field work.

Priority will be given to women and children.
UNHCR SOCIAL SERVICES:  
RB/SDP, 332/201

This project consists essentially of professional social work support to UNHCR Sub Office Peshawar (SOP), including two expatriate Social Workers as Programme Officers (one for disabled, one for handicapped), their field assistants, vehicles, drivers, and operating and administrative support. Radda Barnen staff, under the supervision of the Head of the Sub Office Peshawar (SOP) run the Social Service Unit (SSU) of SOP.

Programme Content:

The purpose of this project is to support the promotion of a social process of self help development towards self reliance among Afghan refugees, with special attention to vulnerable groups (children, women, disabled, the aged and the poorest), in preparation for their return to Afghanistan and the task the Afghans face in rebuilding their society and home communities.

Priorities (Emphasis and Balance):

Although a number of administrative and monitoring functions are performed, the highest priority activities include the following:

- Facilitating communication in the social sector, including handicapped rehabilitation,

- identification and verification of the most vulnerable refugees,

- professional support to community development promotion among and between various agencies, including other departments of UNHCR, various implementing agencies (funded and not funded by UNHCR),

- promotion and monitoring of the Social Welfare Cell (SWC) of the Commissionerate for Afghan Refugees (CAR),

- training of the SWC in its management needs,

- professional support and monitoring of the Social Services Training Unit (RBTU) [described above as 332/203],

- promoting awareness among generalists, planners, administrators and field staff about social service issues for refugees, including community development promotion, community based rehabilitation, and social work in general.
Within this broad sector there is a special child focus, as follows:

- where there are female heads of families, using social work techniques to improve children’s access to education and health services,
- supporting the inclusion of child issues in the RBTU training,
- developing strategies (including routing and timing) for access to children for various programmes of assistance,
- identification of the most vulnerable, including physically and mentally handicapped children, and the neglected, abused and exploited children.

Level of Ambition:

Currently, Radda Barnen provides two expatriate Social Workers to work as UNHCR Programme Officers, plus their staffing, transport and administrative support. It is not yet clearly substantiated that two will be needed past 1991, as no new programmes or projects are being developed in the social sector. One issue, however, is that the current programmes being implemented continue to need promotion by the Social Workers, as this is a sector which tends to be unpopular with Government and UNHCR local administrators (in contrast to their head offices), who may be tempted to let the sector die out if it is not actively promoted.

This project is the seconding of professional and support staff to a department of UNHCR which, itself, is programming. As the number of Afghan refugees in Pakistan is unlikely to increase radically over the next few years, and as some repatriation is expected to take place, no new programmes are envisaged by UNHCR for the social sector. For that reason, it would be reasonable in 1992 to reduce the number of foreign professional staff from two to one, or to only local staff. The rationale for continuing is to ensure that the objectives will be sought by UNHCR.

If the support to SOP SSU is reduced to only locally hired RB staff, there would be a well defined advisory, support, and training role for RBTU, which would therefor have another reason to continue with at least one expatriate staff member.
Volume:

It is proposed that Radda Barnen continue to second two Social Services Programme Officers (and related staff and other support) to SOP up to the end of 1991. During 1991, an assessment should be made as to whether there is sufficient need to second two expatriates, reduce the number to one, reduce it to only local staff, or terminate the project.

If this project is reduced to only locally hired support, then it would be proposed to have an advisory role for RBTU and RB/PSO built into the trust fund agreement with UNHCR.

Cooperation Partners:

This is a direct donation of funds and staffing from Radda Barnen to UNHCR which is the implementor. (That fact causes conceptual difficulties to some UNHCR staff who see UNHCR only as a donor and monitoring agency and the NGOs only as implementing agencies, and cannot see this as a project funded by an NGO and implemented by UNHCR).

The Radda Barnen social work professionals provide monitoring and support for various projects implemented by a range of agencies, including the Government of Pakistan and some NGOs, including Sandy Gall Afghanistan Appeal, Pakistan Red Crescent, and SERVE.

There are good working relationships with all the above agencies.

The multiplier effect, which is a synergy that results from the giving of encouragement, direction, and professional input to a range of project activities from various funding sources, is one of the main reasons to continue having a small NGO like Radda Barnen support (through funding) a large UN agency like UNHCR.

Information:

Reports by the Swedish Social Workers are made according to UNHCR format, and include regular quarterly reports as well as end of project reports on the termination of their contracts. Sometimes there are minor communications problems arising out of the fact that the project planning cycles, and the reporting requirements and formats, of Radda Barnen and of UNHCR, are different.

Links with Swedish Member Groups and Supporters:

There are no formal links between this and Swedish member groups.
Links to the Field Office:

This project is implemented and supervised by UNHCR, so there is little effort needed by the Radda Barnen Office in the way of monitoring or supervision. Rather the function of the Support Office would be to provide access to professional support and encouragement, and to advocate on behalf of the issues included in the contract between RB and HCR.

In many ways, the Social Services Unit of SOP has up to now acted as the de facto Field Office of Radda Barnen in Pakistan. This function increased when the Team Leader was recruited, and again when he became the Country Representative. Radda Barnen has been "piggy-backing" on the good offices of UNHCR, and will continue to do so, at a reduced level, even into 1991. In the current process of developing a separate RB/PSO, and until all essential elements are in place (the NOC, all office facilities, telefax, vehicle importing privileges, staffing, and so on), the SSU/SOP has become even more of an acting Field Office for Radda Barnen.

Monitoring by Social Services:

It must be pointed out that the word "monitoring," which implies mere observing and assessing activities, is perhaps a misleading description of what the Radda Barnen Social Services Officers do inside UNHCR. In many ways they are actually also part of the implementation process, providing motivation and encouragement, providing professional advice, guidance and coordination, both to the implementing agencies and to UNHCR, and participating on a daily basis in the affairs of the refugee camps.

This is one of the main justifications for the continuation of this project by Radda Barnen, even though in itself it is top heavy in the administrative and expatriate cost items of its budget, and administered through UNHCR.

Links to the Training Unit:

One of the RB Programme Officers of SOP is the UNHCR monitor for the RBTU (described above as 332/203). The third side of this integrated triangle is the Social Welfare Cell (SWC) of CAR.

It is this combination of three which gives the social work and community development promotion its dynamism and creative originality, and, coincidentally, the multiplier effect described above.
Links to other sectors in UNHCR:

Earlier in the operation of the Training Unit, and among the Social Workers attached to UNHCR, there was a tendency to operate in isolation from many of the other departments of UNHCR. Part of this was due to administrative and management arrangements inside UNHCR, and part was a manifestation of a characteristic of most persons working in the social sector, a preference for working outside of bureaucratic and authority structures.

At the same time as the arrival of the two new Social Workers in December, 1989, there were also concerted efforts on both the programme and territorial sides of UNHCR to learn more about and to integrate social services into their activities.

Because of the active cooperation of the new Radda Barnen Social Workers, the work of the SWC Coordinators is much more integrated into the planning of the other sectors, especially income generation, health, and education, and much more cooperation with the territorial staff of UNHCR. This, in turn, is making the SWC activities much more effective in the refugee camps.

This inter-sectoral cooperation is now expected to increase over the next two years.

Continuation in 1991, in 1992?

It is proposed to continue the seconding of two social workers to SOP, at least until the end of 1991.

The need to continue one or both, or to continue only the local staff support, depends to a great extent on the continued residence of the refugees in Pakistan. The latter is in the hands of the super powers of America and Russia, the Governments of Pakistan and Afghanistan, the Mujahideen fighters and the rest of the refugees, and the Afghan people as a whole.

It is impossible to predict, at this time, when the hoped-for massive repatriation will take place.
PLAN OF ACTION
1990 - 1991

UNOCA FIELD ADVISER FOR REHABILITATION: UNOCA, 332/401

Programme Content:

This project consists of seconding a Radda Barnen pediatrician to UNOCA to act as an Adviser and Programme officer for establishing projects in Afghanistan for disabled and handicapped.

It begins on his arrival at the end of July, 1990.

The Adviser will be based in Peshawar, but travel to UNOCA Pakistan Headquarters in Islamabad, and make frequent trips to UNOCA offices in Quetta, Kabul, and Teheran, as well as numerous field visits throughout Afghanistan.

Priorities (Emphasis and Balance):

Unlike the Trust Fund arrangement with UNHCR, UNOCA is paying for all administrative and operating costs, except for the actual secondment of the Adviser, which costs are borne by Radda Barnen.

Level of Ambition:

This project did not originate out of the Programming Division of Radda Barnen, and was not originally seen as part of the overall long term strategy. It came about as a direct request from Prince Sadrudin, who identified an acute need for such a specialist as part of the massive reconstruction needed in Afghanistan. After careful examination, however, it became more apparent that this secondment would be a valuable leading edge into a proposed future Radda Barnen programme inside Afghanistan. Furthermore, it neatly complements the Darus Salam project (see 332/100 and 332/402, below), which deals with the surgical treatment and the social rehabilitation of both Afghans and Pakistanis.

Volume:

Secondment of one medical doctor to UNOCA for an initial period of two years.

Cooperation Partners:

Information:

As this doctor will be seconded to UNOCA, he will be treated as a UN officer. He will have access to some information which he may not be permitted to give to Radda Barnen, as that would include confidential information internal to UNOCA. However, agreements have been made with UNOCA that we can include him as part of our team, including the sharing of information that will help us develop our planning for operations inside Afghanistan, so long as the information he shares does not include that which he must keep within UNOCA. (This arrangement already works with UNHCR).

Links with Swedish Member Groups and Supporters:

None, at present.

Links with Radda Barnen Field Office:

See "Information," above.
PLAN OF ACTION 1990 - 1991

DARUS SALAAM TRUST: DAR/BR/P6, 332/100-402

There are two projects involved here:

- 332/100 = Reconstructive Surgery, and
- 332/402 = Social and Psychological Support.

Programme Content:

The surgical component will be implemented by Darus Salam Trust, and Radda Barnen will pay on a per patient / per operation basis for patients aged 18 or under, or mothers of children.

The social and psychological support component will be implemented by Radda Barnen in cooperation with Darus Salam Trust. Implementation by RB is dependent upon obtaining the NOC.

Level of Ambition:

The surgical component includes the training of Afghan and Pakistani doctors in surgical techniques, with the aim of opening up further clinics in Afghanistan and Pakistan. The per operation formula includes the training and capital costs.

The Social component will address the emotional and psychological needs of the children, and will later deal with some of their educational and training needs with a view to assisting in integrating them back in their home communities.

It will include a public education element, to teach their families and community members that they should be seen as something other than crippled beggars to be pitied, but that they must be encouraged to engage in physiotherapy and other rehabilitation in their homes.

Although community based rehabilitation will be encouraged by this project, it will not start with the home communities, nor be able to link up with all home communities, as the patients come from far and wide, in both Pakistan and in Afghanistan.

Priorities (Emphasis and Balance):

There is no way that Dr. Iqbal can perform enough operations to cover the huge number of children damaged by accidents, home burns, genetic and disease-caused deformities, let alone those hurt by the virtually millions of mines in Afghanistan which will take decades to clear. That is why the per-operation costing
formula includes a training component, and the agreement with Darus Salam clearly includes a training component, as well as the immediate costs of the surgery.

Level of Ambition:

Radda Barnen will limit funding to include children and mothers because of the mandate of Radda Barnen. Radda Barnen will also seek to help Darus Salam find other donor organizations who can provide money for the shortfall of costs of this important work.

Volume:

Initially Radda Barnen will give a million rupee advance to Darus Salam, and then a further 4,000 rupees per surgical operation (monitored by RB/PSO), which may result in an estimated cost of two million rupees per year for the surgical component.

The social component will initially cost about 100,000 rupees in 1990, then approximately 800,000 rupees per year from 1991.

Cooperation Partners:

Darus Salam is a Trust founded by Dr. Javed Iqbal as a way of increasing his effectiveness and spreading the skills he has developed in using very low level technology to perform sometimes very sophisticated plastic surgery. He is a successful surgeon with hospital and clinic practice and a professorship, and does not take any income from the Trust. He and his family and friends have been contributing to it for the last eight years.

Information:

The surgeons now being trained by Darus Salam will soon be ready to establish clinics elsewhere in Pakistan and in Afghanistan. As such, they will be sources of information needed by RB to plan both its Afghanistan and Pakistan projects. It is proposed to link up with the UNOCA project for information sharing.

Links with Swedish Member Groups and Supporters:

It is proposed that Dr. Iqbal be sent to Sweden for two purposes: (a) to assist in fund raising by talking about his surgery, and (b) to meet with professionals, especially at the Karolinska Institutet, who may be interested in sending surgeons for short missions to the Darus Clinic. Such a mission will likely establish links to Swedish member groups.

Field Office: See "Information," above.
PLAN OF ACTION
1990 - 1991
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EIL WOMEN'S INCOME GENERATION PROGRAMME, QUETTA: RB/EIL,332/204

Programme Content:

Funding from Radda Barnen to Experiment International Living (EIL) to implement a project in Baluchistan that includes the training of women in Afghan refugee camps to improve their skills in embroidery to make their products more marketable, and to develop ways of marketing those products.

Priorities (Emphasis and Balance):

While this is an excellent project, well within the sectoral parameters of Radda Barnen, and implemented by an efficient and effective NGO, it is outside of the geographical area of concentration by Radda Barnen. If Radda Barnen decides to reverse its decision to pull out of Baluchistan (which it may do if Redd Barnen does not develop its social services programme as earlier expected), then it would be feasible to continue this project.

Level of Ambition:

A one year project implemented by an American based NGO.

Cooperation Partners:

Experiment International Living has educational and agricultural projects in Afghan refugee camps in Baluchistan, and cross border projects in Afghanistan.

Information:

EIL submits regular monthly reports to Radda Barnen, and monitoring trips are made to Quetta by Peshawar RB staff.

Links With Swedish Member Groups and Supporters:

None.

Field Office:

See "Information," above.
HANDICAP INTERNATIONAL COMMUNITY BASED REHAB: HI, 332/401

This is the funding of one component of a rehabilitation program implemented by Handicap International (HI) in Baluchistan. Most of HI funding comes from Belgium, France and UNHCR.

Programme Content:

This is not precisely a community based rehabilitation project so much as an extension of the rehabilitation and servicing of prostheses -- already based in Quetta -- to the refugee villages.

Priorities (Emphasis and Balance):

Because this project included the salary of an expatriate expert, at a volunteer/cooperant level of salary, UNHCR could not fund this project. It is proposed that after the term of the expatriate is finished, then UNHCR could take up the funding of this element of HI work in Baluchistan. It is also proposed that Radda Barnen keep some funds aside in case of an emergency, to allow the project to carry on if funds are not forthcoming from UNHCR.

Level of Ambition:

While this is a worthwhile project, and within the general mandate of Radda Barnen (although not specifically aimed at children in its execution), it is outside the geographic area of concentration for future Radda Barnen work. It will therefore not be part of Radda Barnen overall strategy for Pakistan.

Cooperation Partners:

The implementing agency is solely Handicap International. Its main funding comes from its home sources and from UNHCR.

Information:

HI submits regular monthly reports to Radda Barnen, via RB/PSO.

Links with Swedish Member Groups and Supporters:

None.

Field Office:

This will monitored by SSU/SSO and by RB/PSO from Peshawar.
PLAN OF ACTION 1990 - 1991
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AFGHANISTAN:

Programme Content:
No programmes funded or implemented by Radda Barnen are currently operating inside Afghanistan. In line with its emphasis on non-emergency activities, RB is prepared to begin implementing inside Afghanistan when the military and political situation is more conducive to regular work.

Links to Current Projects:
There are three channels to a planning strategy for future RB work inside Afghanistan, linked to three current projects:

The seconding of a Rehabilitation Advisor to UNOCA (see 332/400, above), opens up one channel for future work by Radda Barnen inside Afghanistan.

The training of Afghan (as well as Pakistani) doctors by the Darus Salam project (see 332/100-402), and the intention to open spinoff clinics for reconstructive surgery inside Afghanistan, is the second channel. If assessed as appropriate, similar social psychological components would be attached to those clinics.

The recruiting and training of Community Volunteers by RBTU (see 332/203), and follow up of those refugees on their return to Afghanistan, is the third channel.

Priorities (Emphasis and Balance):
While some NGOs operate "cross border" projects out of Pakistan into Afghanistan, they are seen as inappropriate for Radda Barnen. They are not easily controlled or monitored, they tend to be emergency or relief rather than developmental, and they are not all too successful even when they are monitored.

While the Pakistan (including the Afghan refugee) programme is rightly focussed on handicapped rehabilitation and social services, it is too early to say at this time if the same sectors would be appropriate to future work within Afghanistan.

Level of Ambition:
When there is an acceptable level of peace and security that would allow the opening of an office, and an acceptable legitimate Government recognized by all the various local powers
and forces in each area, then Radda Barnen would be more likely to set up operations in Afghanistan.

Information:

In May, 1990, Radda Barnen became a member of ACBAR, the coordinating body for Afghan assistance in Peshawar, on the basis of RB current assistance to helping Afghan refugees in Pakistan. This agency is also a valuable resource (including ARIC, its information resource centre) for obtaining information about events and conditions inside Afghanistan which may affect proposed projects, as well as to establish links with a network of cooperating individuals and organizations needed for future operations.

Pakistan Radda Barnen Field Office:

A planned familiarization trip to Kunar province in Afghanistan, by the Radda Barnen Country Representative with the head of the UNDP Afghan Programme Support Office, was cancelled due to a sudden increase in hostilities and a drop in security. The UN now recommends holding off of Afghan project activity at this time. This confirms the appropriateness of Radda Barnen waiting at present to begin actual operations inside Afghanistan.

At some unknown date in the future, when conditions are right, the Field Office in Peshawar (RB/PSO) will set up a supplementary support office inside Afghanistan.
PLAN OF ACTION 1990 - 1991

PAKISTAN:

Programme Content:
The various activities described above refer to specific operations as defined by finite projects with finite budgets. What remains is the long run plans for promoting the rights of the child in Pakistan, viz a viz the UN Convention.

A separate document, complementary to this, is being produced to indicate: (a) what are the prevailing relevant conditions, (b) resources and constraints, and (c) general strategies that would be appropriate for developing a child rights support programme.

Priorities (Emphasis and Balance):
Completion of accreditation formalities, and the establishment of concrete projects in Pakistan are prerequisites for activities in support of the UN Convention. Establishing a network of related and complementary agencies or individuals would be the next step.

Local or national operating partners must be identified. Local initiatives similar to those in Bangladesh would be appropriate. Pilot activities could begin in 1991.

Volume:
Up to 1990, activities in Pakistan have been directed only to Afghan refugees, through UNHCR. The Darus Salam project is the first to address the needs of Pakistani Children.

Cooperation Partners:
Other international agencies, especially those with an interest in children, including Save The Children organizations, UNICEF, and other NGOs, will be approached with a view to sharing information on standard operations, and inviting cooperation.

Local groups, especially women's groups, and those having an interest in children's rights, or children's programmes, will be identified, assessed, and approached with a view to their becoming operating partners.

Field Office:
The Programme Support Office (RB/PSO) shall be the focal point for developing any programmes aimed at Pakistani children.