LINKING RELIEF, REHABILITATION AND DEVELOPMENT PROGRAMME (LRRD) IN AFGHANISTAN

JALALABAD: A RESORT CITY OF CHANGE
Case study of Jalalabad City
(Nangarhar Province)

2006
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under the supervision of Béatrice Boyer
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CONTENTS

1 INTRODUCTION............................................................................................................................ 11
 1.1 Groupe URD and the LRRD programme .............................................................................. 11
 1.1.1 Presentation of the Groupe URD .................................................................................. 11
 1.1.2 Activities in Afghanistan ............................................................................................... 11
 1.1.3 Presentation of LRRD programme .................................................................................. 13
 1.2 Methodology and constraints ............................................................................................... 13
 1.2.1 Methodology ................................................................................................................ 13
 1.3 Limits of this urban survey .................................................................................................. 15

2 PRESENTATION OF THE FIELD STUDY ..................................................................................... 16
 2.1 Afghanistan .......................................................................................................................... 16
    2.1.1 Geographical context .................................................................................................. 16
    2.1.2 Historical context ....................................................................................................... 19
    2.1.3 London conference ..................................................................................................... 20
    2.1.4 The urban sector in Afghanistan .................................................................................. 21
 2.2 Nangarhar province ............................................................................................................. 21
    2.2.1 Administrative description ......................................................................................... 21
    2.2.2 General history and geography of Nangarhar ........................................................... 25
 2.3 Jalalabad city ........................................................................................................................ 28
    2.3.1 History ....................................................................................................................... 28
    2.3.2 Geographical situation ............................................................................................... 29

3 URBAN ASSESSMENT IN JALALABAD ..................................................................................... 39
 3.1 Review of different urban sectors ....................................................................................... 39
    3.1.1 Housing ..................................................................................................................... 39
    3.1.2 The water supply network ......................................................................................... 46
    3.1.3 Electricity and energy ................................................................................................ 52
    3.1.4 Transport and road infrastructure .............................................................................. 55
    3.1.5 Waste ........................................................................................................................ 58
 3.2 The different urban development projects in Jalalabad ..................................................... 59
    3.2.1 The Master Plan of 1970 ........................................................................................... 59
    3.2.2 “Five year development strategy for Nangarhar province” document ....................... 59
    3.2.3 The Master Plan of 2003 ........................................................................................... 61
    3.2.4 Urban projects implemented by the municipality of Jalalabad .................................. 66
 3.3 Crossed analysis with urban assessment and planning document ....................................... 74
    3.3.1 Resources and weakness of geographical location of Jalalabad ................................. 74
    3.3.2 What type of coordination is there for these different planning documents? ............. 75
    3.3.3 Are urban projects in keeping with urban assessment? ............................................. 76
 3.4 Systemic analysis ................................................................................................................ 81

4 URBAN GOVERNANCE AND URBAN ACTORS IN JALALABAD ........................................ 83
 4.1 The role of local, regional and national institutional actors .............................................. 83
    4.1.1 The different departments within the municipality ..................................................... 83
    4.1.2 The different Ministerial departments linked to the urban sector .............................. 83
    4.1.3 The local Governor .................................................................................................. 85
    4.1.4 National government ................................................................................................. 85
 4.2 The “Provincial Development Committee”: a new institutional representative ............... 85
    4.2.1 Organisation chart .................................................................................................... 85
    4.2.2 Role of the PDC ........................................................................................................ 86
    4.2.3 The role of UNAMA ................................................................................................. 88
 4.3 International actors of urban development ....................................................................... 89
    4.3.1 International aid in Jalalabad ..................................................................................... 89
    4.3.2 The role of UNDP in the urban sector in Jalalabad .................................................... 89
    4.3.3 The role of UN-HABITAT in Jalalabad ..................................................................... 90
    4.3.4 The role of the ICRC in Jalalabad ............................................................................ 91

5 FINDINGS .................................................................................................................................... 93
### ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>AA</td>
<td>Action Aid</td>
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<td>ACBAR</td>
<td>Agency Coordinating Body for Afghan Relief</td>
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<td>ADA</td>
<td>Afghan Development Association</td>
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<td>AREU</td>
<td>Afghanistan Research and Evaluation Unit</td>
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<td>AIMS</td>
<td>Afghanistan Information and Management Service</td>
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<td>AMI</td>
<td>Aide Médicale Internationale</td>
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<td>BRAC</td>
<td>Bangladesh Rural Advancement Committee</td>
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<tr>
<td>CARE</td>
<td>The Coop. for American Remittances to Europe</td>
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<td>CAWSS</td>
<td>Central Authority for Water Supply and Sanitation</td>
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<td>CDC</td>
<td>Community Development Council</td>
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<td>CDP</td>
<td>Community Development Plan</td>
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<td>DACAAR</td>
<td>Danish Committee for Aid to Afghan Refugees</td>
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<td>DAI</td>
<td>Development Alternative, Inc.</td>
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<td>EC</td>
<td>European Commission</td>
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<td>ECHO</td>
<td>European Commission Humanitarian Aid Office</td>
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<td>EMG</td>
<td>Emerging Markets Group</td>
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<td>GAA</td>
<td>German Agro Action</td>
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<tr>
<td>GIS</td>
<td>Geographic information System</td>
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<td>GOA</td>
<td>Government of Afghanistan</td>
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<td>GPS</td>
<td>Global Positioning System</td>
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<td>GTZ</td>
<td>German Agency for Technical Cooperation</td>
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<td>HCI</td>
<td>Human Concern International</td>
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<td>ICRC</td>
<td>International Committee of Red Cross</td>
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<td>IDP</td>
<td>Internally Displaced Persons</td>
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<td>IF-HOPE</td>
<td>International Foundation of Hope</td>
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<td>IOM</td>
<td>International organization for migration</td>
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<td>IRA</td>
<td>Islamic Republic of Afghanistan</td>
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<td>LTERA</td>
<td>Land Titling and Registration in Afghanistan</td>
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<td>LRRD</td>
<td>Linking Relief Rehabilitation and Development</td>
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<td>MoA</td>
<td>Ministry of Agriculture</td>
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<td>MoE&amp;W</td>
<td>Ministry of Energy and Water</td>
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<td>MoI</td>
<td>Ministry of Irrigation</td>
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<td>MoRR</td>
<td>Ministry of Refugees and Repatriation</td>
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<td>MRRD</td>
<td>Ministry of Rural Rehabilitation and Development</td>
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<td>MoT</td>
<td>Ministry of Transport</td>
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<tr>
<td>MoUD(H)</td>
<td>Ministry of Urban Development (and Housing)</td>
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<td>NGO</td>
<td>Non-governmental Organisation</td>
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<td>NSP</td>
<td>National Solidarity Programme</td>
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<td>PAL</td>
<td>Project for Alternative Livelihood (= ALP)</td>
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<td>PDC</td>
<td>Provincial Development Council (=PCB)</td>
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<td>PRT</td>
<td>Provincial Reconstruction Team</td>
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<td>RI</td>
<td>Relief International</td>
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<td>RISE</td>
<td>Regional Initiative for Sustainable Economy</td>
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<td>UDG</td>
<td>Urban development Group</td>
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<td>UNAMA</td>
<td>United Nations Assistance Mission in Afghanistan</td>
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<td>UNFAO</td>
<td>United Nations Food and Agriculture Organisation</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<td>UNHabitat</td>
<td>United Nations Human Settlement Program</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>UNOPS</td>
<td>United Nations Office for Project Services</td>
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<td>UNWFP</td>
<td>United Nations World Food Program</td>
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<td>URD</td>
<td>Urgence Réhabilitation Développement</td>
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EXECUTIVE SUMMARY

Jalalabad: a resort town of change

Jalalabad is one of the largest cities in Afghanistan. It is an attractive urban area for many reasons that are linked to its past history and its present economic and social development and geographical situation.

Jalalabad is located in the eastern region of Afghanistan in Nangarhar Province. Its proximity to the Pakistan border has provided an opportunity for exchange of resources and goods for many decades. This geographical location also facilitated the intermingling of different people, tribes, trade, culture and knowledge.

The city was created by Mughal rulers many centuries beforehand and at the beginning of the twentieth century it functioned as a resort town. The town was a pleasant and charming place where many people from Kabul chose to spend their holidays or weekend breaks. In the thirties, the journey from Jalalabad to Kabul took 90 minutes by car. During the cold winters in Kabul, many people enjoyed visiting Jalalabad where the climate is warmer and the landscape very different.

From this resort period, many private gardens were developed. Today, Jalalabad is renowned for its green areas, fruit trees and flowers. **Green spaces are a strong symbol and represent added value** for people and the environment they live in.

During the decades of conflict, the city expanded sporadically and its primary function changed from that of a resort town. It became a city where displaced and vulnerable people took refuge. Indeed, Jalalabad functioned as a retreat for many people who were fleeing the fighting in Kabul during the civil war. This situation of precariousness, danger and vulnerability had an impact on people needs, their relationship with their environment and, in general, the way the city developed.

**What are Jalalabad’s distinguishing characteristics?**

The historical Gardens, Saraje-e-Emarat and Amir Shaheed, near the bazaar are the oldest part of the city. Today, the city is composed of six districts that are centred around these Gardens and have been built at different times by different people (including King Zaher Shah, Daoud, during the Soviet occupation and the Municipality of 2003). These districts are fairly separate entities with different dynamics, economic resources and demographic potential. The city is connected with other areas by four main access routes that are characteristic of a cardo decumanus\(^1\).

The land use plan of Jalalabad reflects the primary function of Jalalabad, that of a resort town and how this function changed during the decades of conflict. The city is predominantly composed of private households from the Kabul River in the north to the canal in the south. Within these limits, there are some areas where green spaces and agricultural areas predominate, evoking a memory of Jalalabad’s past. Gardens already occupy an important place in the city and have great significance for the people of Jalalabad. The three Gardens of the city (Saraje-e-Emarat, Amir Shaheed and Abdul Haq) are large (35 hectares) and attract people for many reasons: sport, relaxation, historical and religious symbols. They represent Jalalabad’s heritage, a symbol of its past resort period. Similarly, the city also has an important green belt and agriculture areas. In the outskirts, there are open fields and areas of intensive agriculture, the city’s main source of income. Fruit and vegetable production is possible thanks to an extensive irrigation network that was built during the

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\(^1\) Cf. the structure of the Gallo-Roman cities.
Soviet occupation. Water has important added value and is highly symbolic for Jalalabad citizens. The city looks like an oasis in a desert. On approaching the city, Jalalabad is overhanging with many varieties of flowers and trees.

**Which inventory of city planning for Jalalabad city?**

The city has retained some traces of its glorious past. In some areas, there are private luxury gardens containing palm trees, bougainvillea, olive trees, sunflowers, old acacias and many other plants. People of Jalalabad continue to meet the public gardens, near the canal or along the Kabul River where children enjoy diving and swimming.

During the war, city planning continued in an uncontrolled manner and local authorities tended to extend beyond the city limits. Additionally, many houses and much of the city infrastructure were destroyed. Today this tragic era is no longer visible as the ruins have been removed and damaged buildings rebuilt.

A rapid assessment of some urban sectors shows that the city has undergone irregular development. Each area and districts have their own potential, resources, weakness and dynamics.

- Residential areas are principally concentrated in districts 3, 5 and 6. The most common type of housing is that built by Afghan people themselves. Families build their own house at their own expense. These are traditional houses built of straw and bricks. In some places, there are some luxury villas with Pakistani architecture. Generally, rich people or property developers are responsible for building this type of house. Many of them are currently occupied by INGOs staff. In the north, we find the heritage of the Soviet occupation with the presence of multi-family housing, which are today occupied by Afghan families.

Land tenure is an important factor in understanding the distribution of these different types of habitat. During the war period, land tenure was disrupted by the constant flow of people (IDPs, refugees and others). Now, 50% of housing is composed of informal settlements. In most cases, people have set up their homes on government land. These areas pose a problem in terms of how to connect them to the city. One of the challenges for the municipality today is to connect these areas and families to the city infrastructure. People living in these informal settlements work in the city and their children go to school. It is unimaginable today to encourage these people to leave or to remove them forcibly from the land. These informal settlements mean that the limits of the city are constantly changing. One of the main challenges facing stakeholders in urban development is how to include this type of settlement in the city.

The municipality, the Ministry of Urban Development (MoUD) and the government need to draw up a development plan for these areas and control their expansion.

The expansion of informal settlements has accelerated over the past two years with the closing of many camps on the border with Pakistan. Jalalabad is one of the first places that refugees choose to return to because insecurity levels are not too high and opportunities exist for finding work, help and goods.

- The water and sanitation network is incomplete even though water is the city’s most important resources. An estimated 30% of households are connected to the water supply pipelines. Drinking water in Jalalabad is supplied through Karezes and boreholes. Whether a household has access to drinking water depends on their location and income. Since the seventies, some international organisations (Japan Company, DACAAR, UNOPS) have been working on the rehabilitation and the construction of new pipelines. Today, ICRC is running a large Water-Habitat project that aims to improve the water supply network in four areas in the city.
Water is the city’s most important resource and a source of wealth. Unfortunately, water resources are currently being wasted and some Jalalabad citizens and expatriate staff are not fully aware of the value of water. Jalalabad recently suffered seven years of drought and this situation posed numerous problems for irrigation and supply of drinking water. These difficulties could arise again at any time.

- The electricity network does not cover the same areas as the water supply network and not all households in the city have access to electricity. The Darunta dam provides the electricity for the city. Originally, the dam supplied 40 to 45 megawatts of electrical power but sitting and damage to the system has reduced its actual output to 9-10 megawatts. The dam was built during the Soviet occupation and the station requires investment and new technology. All the instructions are in Russian. There are frequent power cuts. Many users have their own generating capacity, using either newer, foreign supplied generators or locally built units.

- Transport infrastructure is limited and roads are irregularly planned and tarmacked. Jalalabad’s location between Kabul and Pakistan means that large numbers of trucks and vehicles pass through the city because, at present, there is no bypass. This situation poses many problems such as congestion, road safety, air pollution, noise pollution and aggressive behaviour. There is no highway road or other highway codes for regulating the traffic. Everyone drives as they choose, as fast as they want. Furthermore, another problem is the diversity of means of transport and vehicles in the town. On the same road, there are pedestrians, bicycles, motorbikes, horse-drawn carts, donkeys, rickshaws, cars, buses, trucks and 4-wheel drive vehicles. Many streets have severely damaged roadbeds with open trenches, which oblige drivers to swerve around them. Not all the roads are tarmacked yet. The municipality has recently agreed to design and install a new road sign system. Unfortunately, some of the road signs do not correspond to the reality of road traffic and people of Jalalabad do not respect them. This project of installing new road signs could benefit from an awareness campaign. There is a project with the Pakistani government to create a new railway network from Tchaman or Queta in Pakistan to Kandahar. Indeed, the road network surrounding Jalalabad is incomplete and this poses a problem of connecting the city to others areas, as well as the disillusion of many villages in the intermediate environment of Jalalabad.

- Waste is one of the most important urban problems in Jalalabad. On the whole, the population is not aware of the major health problems that can be caused by waste that is not properly disposed of. It is common for people to discard rubbish randomly, with rubbish accumulating in alarming proportions in market areas. In many areas in the city, rubbish is swept or thrown into roadside drainage ditches. These ditches carry excess irrigation water, raw sewage or a mixture of both. In other areas, sanitation teams are rarely able to clean all the ditches or are unable to access them all. Ditches may remain for weeks as stagnant, garbage-filled pools, full of breeding insects. Most people burn waste that accumulates in the drainage network, the problem being that waste blocks the flow of sewage water. If the municipality fails to designate a proper and legal place to dispose of rubbish, then the situation is likely to persist, and even get worse as time goes on. It is essential that the government carries out a prevention campaign to inform and educate the population about the risks involved. One of priorities for the development of the city is to build a sanitary landfill.

The limits of the city are constantly changing according to the water supply network, the electricity network and the transport network. Maybe, it is one of reasons that limits are not clear in people’s mind. Jalalabad city is not a defined spatial entity. It functions as six districts which are inter-connected. Each district has its own water supply network, electricity network and road network. Some of the housing in each district is distinct from other districts. Some areas in the city are more involved in trade and commerce, which help boost the local economy. Each district has its own spatial dynamics.
Urban planning documents as a basis for future development in Jalalabad

Urban planning in Jalalabad is currently based on four planning documents that have been drawn up at different periods, by different authorities and on the basis of different resources and needs.

These planning documents correspond to different levels of intervention.

Daoud designed the Master Plan of 1970, which is today completely outdated in relation to the current urban potential and city dynamics. The municipality is continuing to use this document even though it agrees that it requires updating.

The “Five year development strategy for Nangarhar province” document was drawn up in light of Afghan Compact, Afghan National Development Strategy and covers proposed projects for the year 2006. This document was created by the Provincial Development Coordination Committee following a “comprehensive debate” and approved by the provincial governor. Some of the projects for Jalalabad (construction of a new airport in 2008, a new dam, a bypass) are very ambitious, given current resources and the extent of urban problems in the city. These projects fall within a development approach and will take time to implement.

The Master Plan of 2003 is a projection of future needs and city infrastructure. The MoUD and the municipality do not use this document because they do not have the sufficient budget. It is a map done by freehand and does not indicate the location nor the current limits of the city. Some of the information in the key is missing on the map.

The municipality is implementing many projects both inside and outside the city that correspond to different levels of intervention with different priorities: Large-scale projects are more typical development projects which require time to implement (creation of three satellite towns and a bypass outside the city from Kabul to Tokham).

Others are being carried out inside the city and can be divided into two categories: Small-scale projects, such as building drainage channels, asphalt roads, an observation tower. These projects aim to have a local impact. Medium-scale projects, such as a bypass road inside the city, slaughterhouse, modern market and a big bus station. Those projects will have a wider impact, both inside the city and the surrounding area. Those projects will attract people from different places and districts and will increase Jalalabad’s economic power. They correspond to the services offered by big cities.

A crossed analysis of urban assessment and planning documents: how to coordinate these planning documents?

Various people involved in the planning of Jalalabad have been responsible for drawing up these different planning documents. All these projects have been planned without conducting a spatial analysis and study of urban assessment. Jalalabad city is hemmed in between Kabul River in the north and the canal in the south. Therefore, the expansion of the city is limited because agricultural land lies beyond the river and the canal. At present, housing and infrastructure is expanding outwards over agricultural fields, thus destroying their potential. This new housing will also require infrastructure and different resources that require significant funds.

The “Five year development strategy for Nangarhar Province” document gives guidelines for urban development. It covers large, medium and small-scale projects inside and outside the city. The Master Plan of 2003 is a visual representation of projects registered in “Five year development strategy for Nangarhar Province” document. Municipality projects have not yet been mapped. No projects have been represented on the Master Plan of 2003, except the
creation of a new satellite town in the north (Qasamabad). The location of the new bypass road on this Master Plan does not correspond to the bypass road planned inside the city by the municipality. At present, the municipality does not intend to implement this Master Plan. It draws up plans for projects in parallel without referring to this urban planning document.

Are urban projects coherent with the urban assessment?
Weaknesses in spatial analysis help explain why the different planning documents do not reflect the real urban situation. Afghan authorities in Jalalabad do not work with maps and find it difficult to localise areas with their infrastructure and dynamics. Their relationship with space is limited because they are not used to planning their projects and ideas on maps.

Some of the different projects implemented by the municipality will have an important impact on the geographical, social and urban environment. For example, there are plans to build a new bus station on agriculture land and the municipality also wants to create a new city centre in this location. This new coach station will replace all small bus stations in the town. This concentration of transport (cars, roads and buses) will attract people, services and shops. The traffic will create noise pollution for neighbouring residential areas and air pollution. Moreover, the increased flow of traffic will require space and parking near the new bus station. All of this infrastructure will be built on agriculture land that represents a resource and added value for the city.

Another example is the creation of a new bypass road inside the city, which will also increase traffic and pollution within the city. Building such as large road requires space but streets in Jalalabad are not wide. The municipality will be required to knock down walls and houses in order to build this new bypass. This procedure takes time and many people are likely to be unhappy with these changes.

It is advisable to carry out an impact study on all big projects that are planned for Jalalabad area. This study may reveal that some projects are poorly situated or require more reflection and time for implementation.

An analysis of systemic interactions would be show that the city is a complex entity, with dynamic feedback. We have to understand the city as a global entity. All sectors are linked and a wide-reaching vision and understanding is required to ensure that projects are successful.

What type of urban governance for Jalalabad city?
City planning is currently undertaken by the MoUD, others Ministries (Public Works, Electricity, etc.), the municipality and some international organisations who are implementing specific projects. In most cases, there is poor linkage between ministerial departments. They are not informed about projects that are being implemented by other departments. Each department tends to compartmentalise and is directly dependent on the relevant Ministry in Kabul. There is not enough communication, sharing and contact between these departments. Moreover, there is not enough communication and sharing of information between the municipality and these departments.

A large number of international organisations and INGOs are currently working in Jalalabad, in many sectors. Sometimes, it is difficult to understand who is doing what and where. Some organisations are responsible for implementing projects from the start to the end. Others are just funding projects proposed by local government. In the urban sector, international aid is poorly coordinated because there is not enough communication and sharing of information between organisations. The ICRC, who is working on water supply, is not well informed of UNDP and UN-HABITAT projects in the urban sector. This poses a problem of coherence for the urban development of the city.
During different meetings with actors involved in urban development, there is sometimes a sense of competition as stakeholders try to juggle donor funding, resources and different issues at stake. Some organisations are involved in emergency programmes, others in rehabilitation and development projects. At all levels of intervention, these projects should be coordinated in time and space. They do not require same resources, workers, funding and time but they all contribute to the development of Jalalabad.

The Provincial Development Committee (PDC) is a new institutional representative body which was created in early 2006. It is composed of the Governor, all UN agencies, some ministerial departments, a technical group, ACBAR and some INGOs.

The PDC aims to 1) facilitate communication, sharing of information and discussions between all stakeholders, NGOs and UN agencies; 2) facilitate the integration of strategy and plans into different sectors; and 3) develop a multi sector vision on project design and decision making. The PDC could help contribute to constructive discussions and debates between these actors. The concerns and projects of each department (Irrigation, Health, Refugees, etc.) all have an impact on urban projects and city planning. Communication between different ministerial departments has been inadequate for a long time. Now it has become a necessity for the development and good governance of the city.
1 INTRODUCTION

1.1 Groupe URD and the LRRD programme

1.1.1 Presentation of the Groupe URD

Groupe URD (Emergency Rehabilitation Development) was founded in 1993 with the aim of improving our understanding of the complexity of emergency contexts and developing new operational procedures. Groupe URD is a non-profit research, evaluation and training institute. Its activities are based on a ‘learning cycle’: field learning through research and evaluation, capitalising lessons learned, development of tools and methods, dissemination of these lessons and tools through training, publications and conferences.

Groupe URD’s core team is composed of nine members of various nationalities, from Africa, the Americas and Europe, and covers a range of disciplines, such as Agronomy, International Humanitarian Law, Medicine, Nutrition and Management.

- **Evaluation**: Groupe URD regularly carries out several major evaluations for donors, UN agencies, and NGOs covering a diversity of contexts in Africa, Asia, Latin America, and Europe/Caucasus.
- **Research and publications**: Groupe URD runs several research programmes, including the Quality Project, the Global Study on Participation and the “War in cities, Cities at war” project. All research results are publishing in well-known specialised publications and are widely diffused.
- **Development of methods and tools for humanitarian practitioners**: based on its research and evaluations, Groupe URD has specialising in the development of methods and tools specifically designed for humanitarian practitioners, such as the Quality COMPAS (see below) and the Practitioner Handbook on Participation in Crisis Situations (ALNAP).
- **Training**: In order to re-inject the lessons learnt in the field back into the humanitarian sector, Groupe URD conducts over 130 days of training per year for international, national and local NGOs, UN agencies, bilateral donors, and in various universities.
- Groupe URD's web site presents all these activities and publications ([www.urd.org](http://www.urd.org)).

1.1.2 Activities in Afghanistan

Groupe URD opened a permanent office in Kabul in January 2005, but its experience in the country dates back to several years, through the following activities:

**Research**

- July-Aug 2002: Field mission, Global study on Participation in Humanitarian Action, ALNAP
- Jan 2005-Jan 2007: LRRD Project (Linking Relief Rehabilitation and development), EC.
- October 2005-2008: PMIS project: Applied research on social management of water in partnership with the Agha Khan Foundation (AKDN) in Takhar and Baghlan provinces.

**Evaluation**

- Nov-Dec 2004: Final evaluation of the second DACAAR EC-funded consortium
- Aug 2003: Quality project in Afghanistan Mission 3 (Multi-sector iterative evaluation process)
Jun 2003, Evaluation of the Euronaid assistance in food security and food aid in Afghanistan, mainly through NGO partners.

Jan-Feb 2003: Quality project in Afghanistan Mission 2

July-Aug 2002: Quality project in Afghanistan – Mission 1

May 2000, Evaluation of DG1 “Aid for Uprooted People in ALA region” – General Desk Study and Field Mission in Afghanistan and its relations with the global aid system in Afghanistan, including ECHO.

Technical Support / Tool development


Guidelines on "Integrating Nutrition in Food Security and livelihoods programmes in Afghanistan".


Nov 2001, Agricultural recovery preparedness mission for Afghanistan; for FAO/TCOR and preparation of programmes for submission to ECHO.

2000, Preparation of various methodological tools on integrated mine action in rural areas (with case studies in Afghanistan) for ICRC. Design/launch ICRC mine awareness programmes in Afghanistan.

Training sessions


May 2005: First training sessions on farming system analysis in Kabul Faculty of Agriculture

July 2005: Training on the Quality COMPAS for WFP staff in Kabul

August 2005: Training on the Quality COMPAS for SOLIDARITES

Publications on Afghanistan


Oct. 2004, Villes en guerres, guerres en ville (the Kabul case), Grunewald, Levron (Groupe URD), Pratiques humanitaires en question, Karthala


Nov. 2002, Ethic of use of ready to use therapeutic foods, Ch Dufour, Groupe URD, Field exchange, Nov 2002, Issue 17


2000, Mine action in Afghanistan, Groupe URD

2000 The Agro-Rehabilitation in Afghanistan, Re-greening the desert, Groupe URD

2000, The situation of Afghan uprooted people in may 2000, Groupe URD
1.1.3 Presentation of LRRD programme

The Linking Relief Rehabilitation and Development programme (LRRD) is a two year project funded by the EC. It aims to draw lessons from current experience to inform policy and programmes, for both NGOs and governmental institutions in Afghanistan. Its core activities are based on a ‘learning cycle’: field learning through research and evaluation; capitalising lessons learnt; the development of tools and methods; and the dissemination of these lessons learnt and tools through training, publications and conferences.

The LRRD project focuses on the 5 following sectors: rural development sector (Agriculture/ Water, irrigation), urban development sector, health sector, nutrition and education.

LRRD programme has three main objectives
- Learning and sharing lessons in this period of political and technical transition, through iterative multi-sector evaluations.
- Increasing and sharing knowledge and experience by carrying out applied research in rural and urban settings in specific fields (including food and economic security, health, housing and habitat), with a focus on key issues as identified during the lesson learning process.
- Contributing to the capacity building efforts of the relevant ministries, Afghan NGOs and universities through training.

The findings presented hereafter are from research that were conducted within the framework of the second objective of the LRRD programme: “Increasing and sharing knowledge by carrying out applied research in rural and urban settings in specifics fields.”

1.2 Methodology and constraints

This urban survey was carried out over three months by Rafika Mahmoudi. Within the Afghan urban context, it was difficult to undertake an urban analysis for many reasons. It was therefore decided to work with a specific urban methodology: spatial analysis.

1.2.1 Methodology

Spatial analysis consists of understand the urban city of Jalalabad through territorial comprehension. This spatial understanding requires urban tools and concepts.

What is spatial analysis?
The general theoretical position of spatial analysis consists in proposing a partial explanation as well as predicting possibilities about the state and probable evolution of geographical objects / entities, on the basis of knowledge of their situation with respect to other geographical objects.

Spatiality combines all conditions and practices of individual and social life that are linked to relative position of individuals and groups with regard to one another. One fundamental postulate of geography is that these relative positions (or geographical situations) determine, probably or partly, the form and intensity of social interactions. These in turn contributing to building the main structures of geographical space, while distorting them in an incremental manner.
Spatial analysis may be understood as spatial interaction. An interaction is a reciprocal action (retroaction) between two or more actors or places in a system. All exchange (of matter, persons, information...), for example at individual level between producer and customer, between partners, or at aggregate level between cities or regions (these are the spatial interactions), are interactions as far as they generate interdependent changes in behaviours or in structures. The term was introduced into a theory of movement by E. L. Ullman\(^2\), who set as a necessary condition for spatial interaction complementariness (compatibility between supply and demand) between places that exchange and transportability of the product (technical possibility, existence of infrastructure, affordable cost), as well as consideration of interposed opportunities or other closer places able to supply or to receive the same product. Spatial interactions may usefully be analysed by means of the gravity model (which more generally belongs to the category of spatial interaction models) if they are strongly constrained by distance.

Along with this survey, a comprehension of Jalalabad urban territory was achieved by means of maps, outlines and systematic outlines.

Difficulties

During this survey, a number of difficulties were encountered:

- This survey was conducted by one person, Rafika Mahmoudi, a Junior Urban Geographer Researcher.
- This survey was carried out over three months, which is too short a time to fully understand urban dynamics of Jalalabad city. The time available was used to collect information; meet stakeholders, INGOs, Afghan NGOs and others involved in the urban sector and urban projects on Jalalabad; produce maps with cartographic software; field visits; writing.
- Equipment was limited.
- Access to information, data and projects were sometimes limited because stakeholders did not understand the importance of making spatial analysis, and for other reasons such as conflict and competition between departments, INGOs and individuals.
- Lots of information about projects, locations and others aspects were contradictory.
- Much of the urban data and documents are located in Kabul. Communication between urban central office and provincial office is insufficient.
- Communication between different ministerial departments is weak. There is not enough debate, discussion and communication concerning projects implemented by these departments. It is the same situation between the Municipality of Jalalabad and the different ministerial departments.
- The Municipality and some departments are not informed about all projects implemented by international organisations in Jalalabad area.
- AIMS maps do not represent all houses (cf. informal settlements) and infrastructure. They just concern Jalalabad level and it is not possible to see horizontal development of the city and connections with spatial environment. It was necessary to produce maps with different levels of understanding. This work took time and required precise locations of place, projects and areas.
- Many people do not work with maps and do not localise precisely information and important places, on the city and surrounding the city.

\(^2\) Edward L. Ullman (1912-1976) University of Washington until his death in 1976, well known for his work in urban- and transportation Geography. Edward L. Ullman was also very interested in time/space substitution processes (early 1970s)
It is important to bear in mind that all these difficulties imposed a certain number of limits on this survey.

1.3 Limits of this urban survey

According to different means and difficulties for producing this survey, it is necessary to insist on the fact that this work is an initial comprehension of the urban territory of Jalalabad. It represents a basis of work with which other people can work and understand spatial dynamics and urban evolution.

This survey is incomplete and requires more work, effort, investment of time and a more thorough analysis.

Some information may be incorrect or imprecise due to lack of data, means and time.

This survey should be developed in the future.

All remarks, comments and judgement are the responsibility and reflect the points of view of the author, Ms Rafika Mahmoudi.
2 PRESENTATION OF THE FIELD STUDY

Firstly, the field study shall be presented at three levels: the country, the province, and the city. It is essential to understand into which geographical, economical and environment context Jalalabad falls.

2.1 Afghanistan

2.1.1 Geographical context

Afghanistan is located in southern Asia, with borders with China (76km), Iran (936km), Pakistan (2,430km), Tajikistan (1,206km), Turkmenistan (744km) and Uzbekistan (137km).

The country covers a surface area of 647,500km². Kabul is the capital of the country and the official languages are Pashtu and Dari. The government is an Islamic Republic and the president is Mr Hamid Karzaï. The population is estimated at 28 million people.

Afghanistan is a landlocked mountainous country, with plains in the southwest and north.

The highest point, at 7,485m above sea level, is Nowshak. Large parts of the country are dry, and fresh water supplies are limited. Afghanistan has a continental climate, with hot summers and cold winters. The country is frequently subject to earthquakes.

The country's natural resources include copper, zinc and iron ore in central areas; precious and semi-precious stones such as lapis, emerald and azure in the north-east and east; and potentially significant oil and gas reserves in the north. The Hindu Kush Mountains that run northeast to southwest divide the Northern provinces from the rest of the country.

Table 1: General database

<table>
<thead>
<tr>
<th>Population growth rate</th>
<th>2.67%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Birth rate</td>
<td>46.6 births/1,000 population</td>
</tr>
<tr>
<td>Death rate</td>
<td>20.34 deaths/1,000 population</td>
</tr>
<tr>
<td>Infant mortality rate</td>
<td>160.23 deaths/1,000 live births</td>
</tr>
<tr>
<td>Ethnic groups</td>
<td>Pashtun 42%, Tajik 27%, Hazara 9%, Uzbek 9%, Aimak 4%, Turkmen 3%, Baloch 2%, other 4%</td>
</tr>
<tr>
<td>Independence</td>
<td>19 August 1919</td>
</tr>
</tbody>
</table>

Source: www.cia.gov
## Table 2: Human Development Indices

<table>
<thead>
<tr>
<th>Country</th>
<th>Literacy Rate</th>
<th>Gross Enrolment</th>
<th>Life Expectancy at Birth</th>
<th>Per Capita GDP (PPP adjusted)</th>
<th>HDI</th>
<th>HDI Ranking</th>
<th>GDI</th>
<th>GDI Ranking</th>
<th>HFI</th>
<th>HFI Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Niger</td>
<td>17.1</td>
<td>50</td>
<td>44</td>
<td>360</td>
<td>0.292</td>
<td>1/6</td>
<td>0.270</td>
<td>144</td>
<td>51.4</td>
<td>94</td>
</tr>
<tr>
<td>Baringo</td>
<td>12.8</td>
<td>66</td>
<td>45.8</td>
<td>1100</td>
<td>0.302</td>
<td>1/5</td>
<td>0.231</td>
<td>141</td>
<td>58.5</td>
<td>95</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>38</td>
<td>45</td>
<td>34.3</td>
<td>530</td>
<td>0.273</td>
<td>177</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Guinea-Bissau</td>
<td>39.6</td>
<td>37</td>
<td>45.2</td>
<td>7.0</td>
<td>0.350</td>
<td>172</td>
<td>0.329</td>
<td>141</td>
<td>48</td>
<td>86</td>
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<tr>
<td>Afghanistan*</td>
<td>23.7</td>
<td>44.5</td>
<td>44.5</td>
<td>122</td>
<td>0.346</td>
<td>173</td>
<td>0.390</td>
<td>141</td>
<td>59.3</td>
<td>94</td>
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<td>Tajikistan</td>
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<td>73</td>
<td>68.6</td>
<td>580</td>
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<td>116</td>
<td>0.608</td>
<td>92</td>
<td>-</td>
<td>-</td>
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<td>Uzbekistan</td>
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<td>76</td>
<td>69.6</td>
<td>1070</td>
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<td>107</td>
<td>0.705</td>
<td>92</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Turkmenistan</td>
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<td>65.9</td>
<td>430</td>
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<td>86</td>
<td>0.748</td>
<td>62</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Iran</td>
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<td>66</td>
<td>70.1</td>
<td>9960</td>
<td>0.722</td>
<td>101</td>
<td>0.713</td>
<td>62</td>
<td>102</td>
<td>91</td>
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<tr>
<td>Pakistan</td>
<td>41.5</td>
<td>37</td>
<td>60.8</td>
<td>1940</td>
<td>0.467</td>
<td>142</td>
<td>0.471</td>
<td>120</td>
<td>41.9</td>
<td>71</td>
</tr>
</tbody>
</table>

* Due to the unreliability of data, Afghanistan was not included in the HDH 2004. The rank of 141 is where Afghanistan would have placed had it been included in the global report.

Figure 1: General map of Afghanistan

Source: Internet
Afghanistan is administratively divided into 34 provinces (velayat) which are further subdivided into districts.

The 34 provinces are:

1: Badakhshan 12: Herat 23: Nimruz
2: Badghis 13: Jowzjan 24: Nurestan
3: Baghlan 14: Kabul 25: Oruzgan
4: Balkh 15: Kandahar 26: Paktia
5: Bamiyan 16: Kapisa 27: Paktika
6: Daikondi 17: Khost 28: Panjshir
7: Farah 18: Konar 29: Parvan
8: Faryab 19: Kunduz 30: Samangan
9: Ghazni 20: Laghman 31: Sar-e Pol
10: Gowr 21: Lowgar 32: Takhar
11: Helmand 22: Nangarhar 33: Vardar

Figure 2: Provinces of Afghanistan

2.1.2 Historical context

During the 19th century, following the Anglo-Afghan wars (fought in 1839-1842, 1878-1880, and lastly in 1919) and the ascension of the Barakzai dynasty, Afghanistan saw much of its territory and autonomy ceded to the United Kingdom. The United Kingdom exercised a great deal of influence, and it was not until King Amanullah Shah acceded to the throne in 1919 (see "The Great Game") that Afghanistan regained complete independence. During the period of British intervention in Afghanistan, ethnic Pashtun territories were divided by the Durand Line, and this would lead to strained relations between Afghanistan and British India, and later the new state of Pakistan, over what came to be known as the Pashtunistan debate.

The longest period of stability in Afghanistan was between 1933 and 1973, when the country was under the rule of King Zahir Shah. However, in 1973, Zahir's brother-in-law, Sardar Mohammed Daoud launched a coup d'état. Subsequently, Daoud and his entire family were murdered in 1978 when the communist People's Democratic Party of Afghanistan launched a coup, known as the Great Saur Revolution, and took over the government.
Opposition against, and conflict within, the series of communist governments that followed, was considerable. As part of a Cold War strategy, in 1979 the United States government under President Jimmy Carter and National Security Advisor Zbigniew Brzezinski began to covertly fund and train anti-government Mujahideen forces through the Pakistani secret service agency known as Inter Services Intelligence (ISI), which were derived from discontented Muslims in the country who opposed the official atheism of the Marxist regime, in 1978. Brzezinski's recruiting efforts included enlisting Usama bin Laden to fight the Soviets. Bin Laden became a stinger missile expert in this war earning the nom de guerre "The Archer." In order to bolster the local Communist forces the Soviet Union - citing the 1978 Treaty of Friendship, Cooperation and Good Neighbourliness that had been signed between the two countries in 1978 - intervened on 24 December, 1979. The Soviet occupation resulted in a mass exodus of over 5 million Afghans who moved into refugee camps in neighbouring Pakistan and Iran. More than 3 million alone settled in Pakistan. Faced with mounting international pressure and the loss of approximately 15000 Soviet soldiers as a result of Mujahideen opposition forces trained by the United States, Pakistan, and other foreign governments, the Soviets withdrew ten years later, in 1989.

The Soviet withdrawal was seen as an ideological victory in the U.S., which ostensibly had backed the Mujahideen through 3 bipartisan US Presidential Administrations in order to counter Soviet influence in the vicinity of the oil-rich Persian Gulf. Following the removal of the Soviet forces in 1989, the U.S. and its allies lost interest in Afghanistan and did little to help rebuild the war-ravaged country or influence events there. The USSR continued to support the regime of Dr. Najibullah (formerly the head of the secret service, Khad) until its downfall in 1992. However, the absence of the Soviet forces resulted in the downfall of the government as it steadily lost ground to the guerrilla forces. The chaos and corruption that dominated post-Soviet Afghanistan in turn spawned the rise of the Taliban in response to the growing chaos. The most serious fighting during this growing civil conflict occurred in 1994, when 10000 people were killing during factional fighting in Kabul.

Massive bombing and invasion of the country by the United States and its allies following the September 11, 2001 terrorist attacks helped opposition factions and forced the Taliban’s downfall. In late 2001, major leaders from the Afghan opposition groups and diasporas met in Bonn³, and agreed on a plan for the formulation of a new government structure that resulted in the inauguration of Hamid Karzai as Chairman of the Afghan Interim Authority (AIA) on December 2001. After a nationwide Loya Jirga in 2002, Karzai was electing President. The current parliament was elected in 2005.

2.1.3 London conference⁴

During London Conference, the Islamic Republic of Afghanistan and the international communities have agreed to the “Afghanistan Compact”. The Afghan Government has articulated its overarching goals for the well-being of its people in the “Afghanistan Millennium Development Goals Country Report 2005, Vision 2020.” Consistent with those goals, this Compact identifies three critical and interdependent areas or pillars of activity for the five years from the adoption of this Compact:

- Security
- Governance, Rule of Law and Human Right
- Economic and Social Development

Urban sector targets are involving in “Economic and Social Development” part:

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³ Bonn Conference, 5 December 2001
⁴ London Conference, 31 January to 1 February 2006
“by end 2010: Municipal governments will have strengthened capacity to manage urban development and to ensure that municipal services are delivered effectively, efficiently and transparently; in line with Afghanistan’s MDGs, investment in water supply and sanitation will ensure that 50% of households in Kabul and 30% in other major urban areas [Jalalabad] will have access to piped water”.

Targets are only concerned with water supply and sanitation problems. These documents do not mention other common problems in Afghanistan such as waste, informal settlement, infrastructure, electricity, land tenure.

2.1.4 The urban sector in Afghanistan

Afghanistan is the country undergoing the most rapid urban development in Asia as it plays “catch up” with its regional neighbours after 23 years of war. The level of urbanisation in Afghanistan is 2.06% but Kabul is almost double that figure. The push and pull factors which influence people’s decisions to migrate to urban areas are common to other parts of the world. In recent years, more than three million refugees returned to the country, with the majority settling in the country’s urban centres and primarily in the capital city, Kabul. Kabul is a powerful magnet for Afghans looking for security and a better life after decades of civil war, particularly for refugees returning from abroad and IDPs throughout the country.

The major post conflict challenges facing major cities, particularly Kabul city, include rapid urban growth, massive service delivery backlogs; traffic and transportation problems, property rights, destruction of infrastructure, exposure to environmental degradation, and weak urban management.

The vision is to create well functioning cities that are inclusive, efficient, and self-sustaining, that encourage collaboration and participation between the urban population and public and private sector stakeholders. Effective, urban management is more challenging in Afghanistan due to the migrant migration that has occurred following drought and conflict, and the return of many refugees to urban areas. The high level of vulnerability⁶ amongst the urban poor presents significant additional challenges. Housing pressures are immense and serviced land must be making available quickly in order to facilitate the urban population to rebuild housing in a planned manner.

2.2 Nangarhar province

2.2.1 Administrative description

Nangarhar province is one of the biggest and transitory provinces in Afghanistan, situated in the east, in border with Pakistan. Nangarhar province has borders with Laghman, Kunar, Kabul, Logar and Paktya provinces.

⁵ Development of Kabul, reconstruction and planning issues of Babar Mumtaz and Kaj Noshis, Lausanne 2004
⁶ Cf. case study series of Stephan Schütte: Urban vulnerability in Afghanistan 2004 AREU
Nangarhar province has twenty districts\(^7\) and a “capital”, Jalalabad city.

- Achin
- Bati Kot
- Chaparhar
- Dara I Nur
- Dih Bala
- Dur Baba
- Goshta
- Hisarak
- Jalalabad
- Kama
- Khogyani
- Kuz Kunar
- Lal Pura
- Muhamand Dara
- Nazyan
- Pachir Wa Agam
- Rodat
- Sherzad
- Shinwar
- Surkh Rod

In some documents, two another districts, Bessud and Koot, are included. The following map was making with AIMS database of November 2003.

**Administrative limits are not clear** in collective conscience. Most Afghan people are not accustomed to situating information on maps. The problem is that district limits change frequently. In the AIMS map, Bessud is an area in Jalalabad district, located to the north of the city. According to the Mayor of Jalalabad, Bessud corresponds to a district.

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\(^7\) AIMS data base November 2003
There are significant incoherencies between official databases and the perception of the Afghan people. These changing landmarks makes it difficult to understand urban spatial problems. This confusion of area names just increases the risk of confusion in people’s minds and could be a major obstacle to new development projects in Nangarhar area.

The MUDH⁸, the municipality⁹, the local governor, all ministerial departments and AIMS should clarify administrative limits and ensure that they are clearly established on a map.

AIMS has been working in Afghanistan since 2002, providing information management and mapping services for government and the humanitarian community. They produce and distribute maps to the private sector, NGOs and government. Everyone uses these maps but they do not have the same landmark and vision of territory and space.

Administrative limits represent an important issue because they correspond to land resources.

Nangarhar province includes approximately 1,261,900¹⁰ people.

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⁸ Of Kabul and Jalalabad
⁹ All representative of each department
¹⁰ cf. Introduction of Nangarhar Province and Jalalabad city by Mohammad Bashier Dodial, Said Padsha Bawer and Asad ullaf Hisershahi, Abdul Haq Foundation, 2005
Figure 4: Nangarhar districts

- **District Centre**
- **Province Centre**
- **Bessud Location**
- **Province Limit**
- **District Limit**

Map showing the locations of Nangarhar districts with Bessud marked as a special location.
2.2.2 General history and geography of Nangarhar

- Historical data
  It was difficult to find a book about Nangarhar history even in Jalalabad. Nangarhar history is linking with the creation development, and expansion of Jalalabad (urban and rural development areas in all Nangarhar).

  The biggest tribes in this province are Shinwari; Momand: Khogiani (divided into Kherboni, Sherzad, Wazier); Ahmadzi (divided into Jabarkhial Ahmadzi, Mahroof Khial); Sapi (divided into Gorbaze, Masood, Kandahari or Wadier); Alkozy; Babekerkhial; Sadat (divided into Hazratan, Meran, Meagan and Pachaian); Peshai; Arab; Tajek; Ahel Hnod; Seik. This is an indication of the cultural plurality and the importance of understanding the appropriation of territory of each tribe.

  Some places are also very significant for understanding Nangarhar history:
  - Hada: it is a village in southern of the province. In the Buddhist period, it was the centre of Nangarhar where the King lived.
  - Holy place (Mosque) shrines and worship.
  - Gardens: Mamly garden; Jalalabad Shahi garden; Amir Shahed garden; Saraje-e-Emarat garden; Kokab garden; Chahar Bagh safa garden; Ghulam Hedar Khan garden; Zekhira garden; Abdul Khilu garden; Shehid Abdul Haq garden; Serkh road garden.

  Roughly 90% of Nangarhar people are Pashtu, 1% Tadjic and 9% are Pashie, Irabe, Nooristani and Indian. Most of the population speaks Pashtu, except in Jalalabad and Surkh Rod where people speak Dari.

- Geographical data

  Most of Nangarhar is composed of rock and sand. The province is surrounded by the Spinghar Mountains to the south and pre-Hindu Kush mountains in the extreme north, more visible in Nuristan province.

  **Kabul river plays a very importance role in agriculture and economic sector.** People in the past, and even already, divert water from the river for irrigation purposes. Rural and urban areas have been developed thanks to this water supply.

  Nangarhar province represents an **important territory** because of its border with Pakistan. It is located on the highway between Peshawar and Kabul (223km in all). This connection has meant that trade and business has flourished in Jalalabad.

  Jalalabad’s proximity to Pakistan makes the city an important trading centre for all kinds of goods and foodstuff. The volume of imports from the neighbouring country is considerable, seasonally covering about half of the entire city's requirements. The importance strong trade relations with Pakistan for the economy is further reflected in the fact that “Pakistani rupees” are the major currency used in the market. At the same time, the proximity encourages illicit trade relations to some degree, with the smuggling of consumer goods for tax benefits, as well as rather widespread drug trafficking.
Figure 5: Land cover in Nangarhar

Source: AIMS April 2002
Figure 6: Physical map

Source: AIMS
2.3 Jalalabad city

2.3.1 History

The history of Jalalabad is closely linked with Afghan history in general. Jalalabad is located near the Khyber Pass.11 The city dominates the entrances to the Laghman and Kunar valleys and is a leading trading centre with India and Pakistan. Present-day Jalalabad was the major city of the ancient Greco-Buddhist centre of Gandhara. Babur, founder of the Mughal Empire of India, chose the site for the modern city, which was built c.1570 by his grandson, Akbar.

Early in the twentieth century, Amanulah came to Jalalabad during the winter season and developed the city as a **resort town**. He installed the Seraje-e-Emarat garden in Jalalabad which he established as his base for the winter season. In 1926, he took the title of King. He wanted to modernise the city and the country. His reforms, including efforts to encourage women to give up the burka, or full-length veil, and for men to wear Western clothing in certain public areas, offended religious and ethnic group leaders. Revolts broke out and in 1929, the King fled the country and his residence was burnt to the ground. Four brothers who were relatives of Amanullah restored order in 1930. One of them, Muhammad Nadir Shah, became King but he was assassinated in 1933. His son, Muhammad Zahir Shah succeeded him. Power remained concentrated in the hands of Zahir and the royal family for the next four decades.

In 1953, Muhammad Daud, a nephew of Nadir Shah became prime minister and modernised Afghanistan rapidly with the help of economic, and especially military, aid from the USSR. The modern Afghan army was largely created by Soviet equipment and technical training.

**Most of city planning infrastructure (canal in the south of the city, Darunta dam, roads, irrigation network, and water supply network) were set up at this time, under Daoud’s command. Daoud made the Master Plan of Jalalabad city in 1970.**

In 1973, Muhammad Daoud overthrew the King in a coup. He declared Afghanistan a republic with himself as president.

From 1979 to 1989, soviet troops occupied major cities and roads in Afghanistan but Jalalabad city was spared much damage. However the city was destroyed during civil war12. When the Taliban took control of the city, Kabul city suffered heavy damage from rebel factions and some of Kabulis left the city to take refuge in Jalalabad camp.

Since these events, the situation has stabilised with Bonn Agreement and a new government has been elected. Now, the city is governed by the Mayor Mr Naim Stanazai and the governor.

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11 The Khyber Pass is a 53km (33 mile) passage through the Hindu Kush mountain range. It connects the northern frontier of Pakistan with Afghanistan. It is one of the most famous mountains in the world. It is the best land route between India and Pakistan and has a long and often violent history. Conquering armies have used the Khyber as an entry point for their invasions.

12 Civil war destruction from 1992 until 1996. Half of the population was displaced within the country, or forced to migrate outside the country, wounded, or killed. About three million war refugees fled to Pakistan and about 1.5 million fled to Iran.
2.3.2 Geographical situation

- **Inventory of city planning**

  The city was developed from Kabul River. The old city corresponds to the current location of bazaar, near the municipality. During Amanullah’s time, the city expanded around the Sareje–e-Emarat garden. With the construction of the canal in the south, the city then developed into those limits. The presence of water, which permitted the development of agriculture areas, is a determining factor in choice of location. Jalalabad is at an altitude of 600 metres.

  The major part of the city is situated between the Police headquarters in the north west, the canal in the south, the airport in the south east and the Kabul river in the north. These limits are not clear for the Afghan people nor foreigners working for international organisations.

  It is estimated that between 350,000 and 500,000 people live in Jalalabad, although this data is not based on an official census. The city covers 27 km², but once again, the limits of the city are unclear. At present, the city is expanding outwards beyond these limits. Infrastructure and houses are being built in agriculture areas, which raises the problem of land use conflict.

- **The urban infrastructure network**

  The city is connected with Kabul to the north west (Kabul highway), with Pakistan to the south east (Torkham highway), with Kunar in the north (beyond Bessud Bridge) and with the south of Nangarhar province to the south of the city, beyond Farma Hada bridge. These four main access routes into the city form a “cardo decumanus” around which the city is organised. From these highways, roads to all districts run in parallel and perpendicular. The city is organised on a grid pattern.

  ![Figure 7: One of the four main access routes into the town: near Farma Hada bridge](image)

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13 *177km to Kabul*

14 **Cardo** was the North/South main road that structured the city in Roman and Gallo Roman time. It was the most important street in the economic life for the city. **Decumanus** was the East/West main road and had the same economic rule with the Cardo in Roman period. Where the Cardo and the Decumanus cross, we can find the “forum” of the city in Roman time. This is still the case in Jalalabad. The economic centre of the city (bazaar) lies at the intersection of the Cardo and the Decumanus.
• The districts

Jalalabad is divided into six districts which have been created at different times:
- districts 1, 2 & 4 were designed by King Zaher Shah\textsuperscript{15}
- district 3 was designed by Daoud
- district 5 was designed by the soviets
- district 6 was designed by the municipality

Each district corresponds to a period of expansion.

Districts 1, 2 and 4 have the greatest concentration of shops and economic activities. At present, the rent is very high and most people do not have enough income to install their houses there. On the contrary, ever more private buildings are being constructed without the necessary control and regulations. Private owners can decide on the design and the number of floors\textsuperscript{16}. Buildings are constructed without norms.

Figure 8: Main access route into the town near the Police headquarters

Figure 9: Example of private building constructions

\textsuperscript{15} 1933-1973
\textsuperscript{16} A city planning code that can structure or manage district and city does not exist.
The largest gardens of the city are located in District 1 and 2. The largest garden is Sareje–e-Emarat garden (20 ha); Abdul Haq Park (15 ha) and Amir Shaheed garden (10 ha). At present, only two gardens are benefiting from rehabilitation\textsuperscript{17}: Sareje–e-Emarat and Amir Shaheed. These gardens are very important for the Jalalabad people because:

- They are a recreation area for families
- People practise sport. In Sareje–e-Emarat garden there is a sports ground (for cricket and volleyball) and a pool (out of order).
- The gardens are a historical place and form part of Jalalabad's historical heritage. Today, in Sareje–e-Emarat garden, it is possible to see the remains of King Zaher Shah’s palace.
- They have a religious significance. In Amir Shaheed garden, there is a Mosque where the graves of Amire Habib Ullah Khan, Amire Aman Ullah, Serkar Inayet Ullah Khan and Queen Suraya are situated.

\textbf{Figure 10: Saraje-e-Emarat Garden}

\textsuperscript{17} cf. Chapter II
All political offices are located in these districts: the municipality, governor’s house, finance department, MRRD, MoPW, Nangarhar court, Agriculture department, etc.

*Districts 3 and 5* are more residential and fewer commercial activities are conducted here.

*District 6* is a new district. It is located 15km from the city, to the south beyond Farma Hada Bridge. The municipality is planning to distribute plots to people and supply the district with all the infrastructure: water pump, road, school, electricity. The precinct was planned with 5200 lots for an anticipated population of 25000 or 30000. The dimensions of residential lots are 20x30m and originally sold for 10$ (500 Afghani = 600 Pakistani Rupees). This district is
not a former irrigated agricultural area and appears much drier without any appreciably lush vegetation.

**Figure 15: District 6**

This district was created without any global urban development plan on the basis of the expansion, resources and urban assessment of the city. The municipality has to provide all the infrastructure (including water supply and electricity) and has to tar 15km of road for which it does not have budget. The development of this area will be very slow over the next months and years.
Figure 17: The urban map of Jalalabad

LEGEND
- District number
- District
- Highway (cardo decumanus)
- Canal
- Road
- Park
- A.H. Abdul Haq Park
- S.E. Saraje-e-Emarat
- A.S. Amir Shaheed
- Airport
- Square
- Kabul river
- Police Station
- School
- Hospital
- Public Health Hospital
- Mehmmand Hospital
- University Hospital
- Post office
A proposition of Jalalabad land use plan

Figure 18: The land use plan of Jalalabad city
• Urban zoning

The above map was made on the basis of a satellite map. The information concerning the zoning is approximate because it is very difficult to distinguish each area and determine its urban occupation. The satellite map is not a high-resolution image.

The canal to the south of the city forms a break in the urban development. It ensures the continued existence of agricultural areas to the south of the canal. The city is surrounded by "open fields". It means that houses tend to be grouped together in the centre of agricultural areas. The houses are concentrated in one place with surrounding fields. Some areas inside the city combine residential areas with agricultural field.

Since its creation, the city has developed outwards from the economic centre and near the gardens to the canal. At this time, the pressure for housing and infrastructure is high and the city is going to extend beyond to the east and on the west. People cannot settle beyond the canal to the south because the fields belong to private owners.

The development of the city raises the problem of land use conflict. The agricultural sector represents the main source of income for Jalalabad people. Agricultural areas have great importance and have high land tenure value.

Over the next year and following decades, the development of the urban area will be continue to the detriment of rural and agricultural areas. Stakeholders need to design an “urban plan of development” to control this expansion of the city and save the agricultural heritage, which represents the economy of the region and a major source of work.

• Spatial connections

- *Close environment*: Jalalabad is a centre of attraction and polarises all activities, jobs, government positions, infrastructure and shops.

- *Intermediate environment*: Jalalabad is one of the bigger cities in Afghanistan\(^{18}\). Since the end of conflict, refugees and IDPs tended to move to cities rather than their own villages, in rural areas. For few years, a large number of Afghan people have returned from Peshawar, where refugee camps have closed down.

- *Faraway environment*: This concerns spatial interactions. Although it is difficult to establish a clear idea about migration, we know that Jalalabad is a connection between Pakistan and Kabul, the capital of Afghanistan. This position permits to the city to have lot of spatial interaction with its local environment, regional environment and national and “extra” national environment.

\(^{18}\) Kabul, Kandahar, Herat, Mazar, Kunduz,
3 URBAN ASSESSMENT IN JALALABAD

3.1 Review of different urban sectors

When assessing the different urban sectors, we try to understand and define the limits of the city. We shall see whether the limits are the same for each urban sector.

3.1.1 Housing

Housing is a very important sector in Afghanistan. Since the beginning of the war, many families have been displaced, relocated or deported. Afghan families tend to have large numbers of children. Having a large area for living and playing is an importance factor for Afghan living environments. The population of Jalalabad includes families from many places, with different ways of life and social conditions.

- The different types of habitat in Jalalabad

The most popular type of house is those made by Afghan people themselves. Families build their own buildings at their own expense. They are traditional houses built of straw and bricks. Firstly, they lay the foundations in stone on the ground. Secondly, they pile up bricks mixed with straw. Brick kilns can be found on the main access routes into the city, near Darunta dam and Surkh Rod road.

Figure 20: Technique of wall construction

Figure 21: Kiln of bricks

Figure 22: Example of traditional habitat
When families have more money, they build bigger houses based on Pakistani architectural designs. Private builders sell or/and rent their houses to NGOs or international organisations.

Figure 23: Luxury housing

Today, in the north west of the city, there are multifamily housing units built during the soviet period. It is the only one multifamily housing in the city.

Figure 24: Multifamily housing

The urban fabric changes according to the area and the rate of development of the city. In informal settlements, housing is particularly dense. Formal settlements were planned on a grid pattern.

- **Land tenure**

The system of Afghanistan property rights can be broadly divided into two categories: formal and informal\(^{19}\). In urban areas, because of years of conflict, many residents live in informal settlements, or areas that are considered to be “unplanned” by local municipalities, and, where residents do not hold registered title. Afghanistan’s land tenure situation can be described as chaotic. The country needs a separate coherent land registration law.

Informal settlements can be classified into four categories\(^{20}\):
- squatter settlements on public lands;
- settlements where most houses were built on privately owned land;
- settlement where most houses are built on illegally possessed land or land bought from illegal settlers;
- settlements where the legal situation is unclear.

**The Groupe LTERA-EMG is carrying out a survey in Jalalabad about land tenure in 2007.**

- **Informal settlements**

According to UN-HABITAT\(^{21}\), 50% of the city is composed of informal settlements. Informal settlement means that people have built their house without permits or agreement from the municipality and they do not pay tax. In most cases, people have been settling on the governor’s land.

\(^{19}\) cf. *Legal issues pertaining to land titling and registration in Afghanistan* from Land titling and economic restructuring in Afghanistan project (LTERA-EMG), USAID, February 2006

\(^{20}\) idem

\(^{21}\) UN-HABITAT of Jalalabad
These areas pose a problem in terms of links with the city. One of the challenges today for the municipality is to connect these areas and their inhabitants with the basic urban infrastructure. People living in these areas work in the city; they have jobs and their children attend school. It is unimaginable today to settle these communities elsewhere or to remove them forcibly. However, fortunately, this is not the intention of the municipality of Jalalabad.

Today, certain organisations such as UN-HABITAT\textsuperscript{22} are carrying out rehabilitation projects in those areas.

The first difficulty is situating them on a map. Nobody, not even the UNHCR, UN-HABITAT and AIMS have drawn a map of informal settlements in Jalalabad. The Afghan people can situate these areas mentally but they are not used to working with maps.

If we compare the AIMS map, which locates “residential areas”, and the satellite map, we can see that there is a lot of housing on the satellite map which is not represented in the AIMS map. It is difficult to establish to what extent these non-represented areas correspond to informal settlements because they are located all over the city. The limits between legal and illegal settlements are not clear on the map nor for Afghan people.

According to UN-HABITAT, informal settlements are located in six places\textsuperscript{22} in the city (cf. map). According to the Mayor, informal settlements are located in four places:
- Topghondi
- Baburian
- Camp
- Madjbulabad

On the satellite map, it is possible to identify informal settlements because the housing is more dense and, in most cases, the network of streets does not form a criss-cross pattern. Streets are narrow and houses are built out of straw and bricks.

It is difficult to localise these areas because they do not exist on any map (not even the AIMS map), although the Afghan people can localise them approximately, in relation to other places.

One of the difficulties facing the municipality, MUDH, UN agencies, NGOs and the government is the lack of common reference system which is hampering efforts to improve and develop these areas. These informal settlements are constantly changing the limits of the city. One of the questions that needs to be asked is how to include this type of housing in the city. Stakeholders need to make a development plan for those areas and control their expansion over the city.

\textsuperscript{22} Cf. Project on drainage improvement in the North East of Jalalabad, 2006
The development of informal settlements is today encroaching on agriculture areas. This raises the problem of land use conflict.

In the following figure, the satellite map has been superimposed on the AIMS urban map. This shows that a large proportion of housing is not represented in the AIMS map. Moreover, urban data on the AIMS map does not cover the outskirts of the city. The expansion of housing in Madjbulabad, Afghan Mina and Qasamabad is not apparent.
Figure 27: Missing information concerning housing in AIMS urban map
Figure 28: Location of informal settlement in Jalalabad according to two sources

[Map showing the location of informal settlements in Jalalabad, with marked areas for Kabul, Surkh Rod, Sarobi, Kunar, Bessud, and Qasamabad. The map also indicates distances and directions to various locations, including the South of Nangarhar and to Pakistan and Torkham.]
• refugees

First, it is necessary to draw a distinction between IDPs, returnees and refugees.
- IDPs are people who leave their place of residence but change their location within the same country;
- A refugee is a person who is forced to flee their own country;
- A returnee is a person who has returned to their own country.

Most refugees and returnees in Jalalabad arrived in 2002. According to UNHCR, 80% of returnees are in Nangarhar province. Districts that have the largest numbers of returnees in Nangarhar are Jalalabad, Kunar and Rodat. The largest camp in Jalalabad is “Farma Hada” camp, located to the south of the city. It was created in 1992 for Kabulis who wanted to flee the capital during the war. It is estimated that 2,200 families of IDPs live there. Last year, in Pakistan, many camps were closed down and their inhabitants emigrated towards Cherchei and Surkh Rod district in Nangarhar province. Near Jalalabad, the department of refugees and returnees registers families:
- In Cherchei or Chuchagarek, on the Jalalabad/Torkham road, 1,400 IDPs and 650 refugees were registered last year.
- Near Qasamabad in Topchitergui, there are 350 people whose have come from Bajaor in Pakistan.
- In Sheirmisri camp, all along the canal to the south of Jalalabad there are 2,500 families.

The living conditions of these people are extremely precarious, most often without basic infrastructure such as electricity, drainage, water supply.

The MoRR has received an order from the President Hamid Karzaï to distribute areas and houses for these families, on the basis of certain criteria. Following this order, a Provincial Commission has decided to conduct three projects near Jalalabad:
1. in Shekh Mesri district
2. in Gamberi desert
3. in Shinwar district

In each area they have planned to create:
- mosques (a small mosque for 100 families or a larger mosque for 500 families)
- wells
- schools and Islamic schools
- clinics
- parks

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23 In Fata, ten or twelve camps were closed down on the border with Afghanistan.
24 In the same location
25 Order from the President Hamid Karzaï, December 2005
26 Families may receive housing under these criteria:
- they should have national ID card from the mentioned province;
- refugees should have VRF or any document to confirm their return back to their own place;
- they must not have any family, house or land.
27 The Provincial Commission is composed of
- the assistant governor
- the Mayor of Jalalabad
- the director of agriculture Department
- an agent of MUDH
- an agent of MRRD
- an agent of Human Right Commission
- an agent of cartography department
- an agent of mineral an industrial department
- and an agent of MoRR
- bridges
- to asphalt the road between Jalalabad and Seikh Mesri
- installation of toilets
- installation of police station
- installation of electricity station

These projects are very ambitious because they require a significant budget. They want to create three new cities with all the basic infrastructure. Seikh Mesri and Gamberi are located in a desert area, without any connection to an electricity network, water supply network or drainage waste network. The municipality has now run into difficulties in implement new projects in the city because of insufficient budget.

For these new projects, they hope to receive money from UN agencies, donors or international organisations and proposals have been submitted.

One of the main questions to raise is why the Provincial Commission has decided to create these houses and develop the city at such a great distance from the city, as now they are faced with the problem of connecting these areas with the city. These projects are “development projects” and they require time to implement them yet refugees need housing quickly. There is a gap between the urgent needs and the timeliness of the response to these needs.

According to the UNHCR, between 2002 and 2005, 17,085 families of returnees came to Jalalabad, which corresponds to approximately 94,627 people. The UNHCR is not implementing projects in Jalalabad city but in the following locations:
- Hada Akhundzada village
- Bessud
- Samarkhil village
- Hisarhahi in Rodat district
- Saracha
- Lajigar village
- Sheikh Mesri

3.1.2 The water supply network

- Irrigation

The Nangarhar Valley Development Authority (NVDA) manages the irrigation and canal system developed by the Soviets in the 1960s. Extensive canals, tunnels and reverse-siphons carry water from a reservoir on the Kabul River to the west of the city. The entire system has been severely neglected for years. Originally planned for 31,000 hectares, the final network can irrigate 25,000 hectares, of which 11,000 hectares are in private ownership and 14,000 hectares are retained by the district. Drainage channels are still in situ after irrigated land has been swallowed up by the urban sprawl. There are six water pumps in the city for irrigation because the canal is situated above the agriculture areas.

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28 Seikh Mesri is located 30 km from Jalalabad
Drinking water of Jalalabad is provided by means of:
- **Karezes**: sub horizontal underground drains that collect sub-surface water. This is the oldest water supply system. Its tunnels follow the water table as it rises along alluvial fans coming out of mountain valleys from the south.
- **Boreholes**: four wells ranging from 63 to 110 meters deep and pumps were installed to supply the drinking water system for the city.

Individual water users have their own storage tanks that are often located on the roof.

A few organisations are working in the water and sanitation sector inside the city. In 1978, Japan funded 28km of pipes for the distribution system. A Danish NGO has since provided funds for the two storage tanks and for two additional distribution-piping projects of 4km and 7km.

In April 2005, the ICRC together with Nangarhar CAWSS department completed a water network serving 2,500 families. The “Wat-Hab” activities commenced at the beginning of 2002 in order to improve the existing water network in the city. The ICRC is the major supporter for the CAWSS in Jalalabad.

For the ICRC, the primary focus is to identify the most vulnerable communities in need of improved water and sanitation infrastructure:
1. In Madjbulabad, presently no other organisation is working at this area. The area was constructed most by poor communities in 1980s. At this time, Madjbaulabed was considering as a “periurban” area. Now, with the development of the city and the horizontal expansion, this area is now included in the city. 10,000 people are living in this area.

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29 **Periurban**: areas located in the first peripheral belt of the city. Infrastructure links with the city only have to cover short distances.
2. In Qasaba, the existing water network has not been connected to the eastern side of the town. The area was constructed according to the old Master Plan of 1970 and its population is estimated at around 5,000 people. The residents of the area are permanent inhabitants of the town, mostly government employees and shopkeepers. Residents pump water from the hand pumps that have been drilled by different organisations working in the area. They are lacking quality and quantity.

3. In Joey Haft, the area was planned according the Master Plan of 1970. The ICRC established new water network over 24km for 25,000 people.

4. In Farma Hada, the ICRC has a project to establish 40 water pumps, 20 garbage collection points and 120 latrine units.

The ICRC is running a development project in Jalalabad. The setting up of new water supply infrastructure could be a factor of attraction for new people.

According to the following maps, the limits of the city correspond to the limits of the water supply network: Police headquarters in the North West; Bessud Bridge in the North; Farma Hada camp on the South and Qasaba on the East. In other areas, we can find water pumps and wells.

When we superimpose the satellite map and water supply network map, we can see that many houses and places do not have access or are not connected to water supply pipelines.

Figure 30: A tank of water located in the North West of the town

30% of household are connected with pipelines. Others use water pumps installed by different INGOs and the government. A large number of people use private electric water pumps that take water from deep wells.
Figure 31: An example of a water pump

Figure 32: A private electric water pump connected with a deep well

The red lines in Figure 34 correspond to the existing network. It was established in 1973 by a Japanese Company who also built a 1000m$^3$ tank/reservoir. After this period, each year the government created a water supply network in parts 1, 2, 4, 8, 9, 14 and 15 and a 1000m$^3$ tank in 1984-5.

In 1994, DACAAR created parts 7 and 13; in 2005, UNOPS created part 5 and the ICRC parts 0, 6, 3 and 11.

There are two sewerage systems in the town:
- Sewerage water is evacuated with wells. When wells are full, a pump evacuates sewerage water onto the desert, outside of the city
- There are septic tanks connected with pipelines. Water is absorbed by the ground.

People in Jalalabad have to pay 7 Afghanis/ 1m$^3$ to be connected with water supply network.
Figure 33: The water supply network of Jalalabad

Source: CAWSS Jalalabad
Figure 34: The superimposition between satellite map and water supply network map
3.1.3 Electricity and energy

Darunta dam on Kabul River\textsuperscript{30} provides energy for the city. Originally, the dam supplied 40 to 45 megawatts of electrical power. Silting and damage to the system has reduced its actual output to 9 to 10 megawatts. Electricity is transferred from Darunta dam to the Electricity station Jalalabad. Today, just two turbines\textsuperscript{31} are working. Darunta dam was built during the Soviet occupation. The station needs improving with new technology. All instructions and directions are written in Russian.

There are 59 transformers in the city, of which 36 were created during Zaher Shah’s time. Electricity supply varies throughout the town. Some places have electricity 24h:
- hospitals
- schools
- governor’s residence
- mosques

The people of Jalalabad have to pay:
- 0.5 Afghanis/KW for [600] KW
- 1.5 Afghanis/KW for [600 - 1200] KW
- 2.5 Afghanis/KW for >1200 KW

Industrial factories and big shop pay 6 Afghanis/KW.

The electricity station in Jalalabad distributes power in the town with power cables. Informal settlements have an access to electricity because people pay for the connection. The electrical power supply is constantly being interrupted. Many users have their own generating capacity, using either newer, foreign supplied generators or locally built units. The local government wants to build a new dam in Kunar River, bigger than the one on Kabul River, but they do not have budget.

According to the following map, the limits of the city correspond to the electricity network:
Police headquarters on the North West; Bessud Brides on the North; Farma Hada camp on the South and PRT office on the East. Electricity is provided to the new precinct\textsuperscript{32} since 2004. There are 25 small transformers for 7,000 families. Only 1000 families have access to electricity.

\textsuperscript{30} Darunta dam is located in the North West of Jalalabad
\textsuperscript{31} There are three turbines in Darunta dam
\textsuperscript{32} District 6
Figure 35: Picture of Darunta dam

Figure 36: One of the third turbines in Darunta dam

Figure 37: The electricity station in Jalalabad

Figure 38: A transformer in electricity station of Jalalabad
Figure 39: The electricity network of Jalalabad

Source: Department of Energy and Electricity of Jalalabad
3.1.4 Transport and road infrastructure

Today, the journey from Kabul to Pakistan automatically takes you through the centre of Jalalabad city. There is no by-pass outside the city. This means that all traffic, cars, buses and trucks cross through the city. This situation raises a number of different problems:
- circulation
- road safety
- air pollution
- noise pollution
- traffic jams
- aggressive behaviour.

In Jalalabad, there is no highway code or other rules for regulating the traffic. Everybody drives according to their own rules, as fast as they want.

The second problem is the mixture of vehicles and means of transport in the town. Travelling down the same road, we can find
1. pedestrians
2. bicycles
3. motorbikes
4. horse-drawn carriages
5. donkeys
6. rickshaw
7. cars (currently “Corolla car”)
8. all-terrain vehicles
9. buses
10. trucks

Many streets in the city are severely restricted by damaged roadbeds and open trenches, which force vehicles to swerve around them. This mixture of different types of vehicles and means of transportation often slows traffic down to extremely low speeds and encourages dangerously aggressive overtaking. Vendors and hawkers on the roadside also reduce the width of the road, as does the common practice of stopping and parking in travel lanes.

The Department of Transport is in charge of circulation in the city. Only 58 people regulate road traffic. The Department of Transport has submitted a proposal to the Ministry of Interior two years ago for putting up a traffic light system but they not yet received a response.

There are approximately 30 bus stations in the town, of varying size. It is possible to take taxis and horse-drawn carriages to travel into the city, or bus and taxis for longer journeys. All these bus stations give rise to traffic jams and pollution and take up large areas in the city.

There is a project with Pakistani government to build a new railway network from Tchaman or Queta in Pakistan to Kandahar. The Department of Transport cannot provide any further information about this project nor information concerning the connection with Jalalabad.
The following map represents the road network in the urban area of Jalalabad. We can see that the network is incomplete. The majority of main roads and flooding in Nangarhar are concentrated in Jalalabad area. The development of a road network is a condition for the development of economic activities and generating wealth.
Figure 44: The road network in Jalalabad area

Source: AIMS map
3.1.5 Waste

Waste is one of the most important urban problems in Jalalabad. There are rubbish bins or dumpsters in the city. People are unaware of health risks caused by rubbish. Children play barefoot on waste in the street. It is customary to discard trash randomly, much of which is concentrated in market areas. In many places in the city, rubbish is swept or thrown into roadside drainage ditches. These ditches carry a mixture of excess irrigation water, raw sewage or a mixture of the two.

Figure 45: Waste accumulating in drainage channel

In other parts of the city, sanitation crews rarely can get around cleaning the ditches or cannot get access to them all. They remain for weeks as stagnant, garbage filled pools, a breeding place for insects.
Most people burn waste that has accumulated in the drainage network. The problem is that the waste prevents sewerage water from flowing in the drainage canals.

If the municipality fails to designate a proper and legal place to dispose of trash, then the problem is likely to persist or worsen as time goes on. The government needs to conduct an awareness campaign to inform and educate population about the risks involved.

One of the main priorities for the development of the city is to create a sanitary landfill.

In conclusion, we can say that the limits of the Jalalabad city are evolving in accordance with the water supply, electricity and transport networks. This is maybe one of the reasons that the limits are not clear in people’s mind. Jalalabad city is not a defined spatial entity. The town functions as six districts interconnected between themselves. Each district develops its own water supply network, electricity network and road network. The housing varies in each district. Some areas in the city have more important economic activities and represent an important dynamism of the city. Each district has its own spatial dynamic and flow.

3.2 The different urban development projects in Jalalabad

Jalalabad is undergoing full expansion and demographic growth over the past few years. The city has to be well planned in response to people’s needs. What are the plans for the urban sector, now and over the coming year? Do they correspond to emergency, rehabilitation or development plans?

3.2.1 The Master Plan of 1970

Daoud drew up a global development plan in 1970 for Jalalabad city. This document aimed to plan the city’s future urban expansion and development, according to the growth of population. Since this time, local government has been working with this document because they do not have any other urban plans. Today, this document (map) is no longer relevant given the time that has lapsed since it was drawn up. During the war, the urban development of the city slowed down and urban management was not the priority of local government.

The town was transformed with all movement of refuges, damage due to fighting inside and outside the city. After the war, with political stabilisation, local government started to plan the city with the old Master Plan of 1970. This document corresponds to the urban situation of 1970. Today the city has changed, the population has increased, informal settlements have developed and urban needs (electricity, water supply, agriculture areas, public space, public houses, and public services) are more important than thirty years ago.

3.2.2 “Five year development strategy for Nangarhar province” document

This document was formulated for the Afghan Compact, Afghan National Development Strategy and in view of the proposed projects to be implemented in Nangarhar Province during 2006. All the important steps and measures that would be taken in Nangarhar over the coming five years are taken into consideration in this document.

33 MUDH, Municipality, Cadastre Department, etc.
The urban development project proposed for Jalalabad are the following:

1) Nangarhar, High Ways/Mains roads
   a) by the end of 2006, Nangarhar should have a bypass road to guarantee smooth transit between Pakistan and Afghanistan, particularly Kabul. All district headquarters should be linked Jalalabad. The bypass road would end traffic congestion inside the town.
   b) by the end of 2006, districts roads between Jalalabad city and Kama, Khogiani, Chaparhar, Hesarak districts in addition to the roads connecting Shinwar, Dehbala, Dorbaba, Rodat, Achin and Kot districts to Torkham road should be asphalt

2) Airports
   By the end of 2008, the design and work plan of a new airport out of Jalalabad should be ready, as the capacity of the existing airport would not match the level of local need in the coming future. In addition, the current airport is located close to the city, which is not good.

3) Power/Energy
   Electricity is one of the important needs. 60% of Jalalabad residents and aid agencies based over there would be providing with power round the clock in addition to provision of gas facilities to all population by the end of 2009. This would enable us to protect our woods and to earmark petrol only for transportation. For reaching to the aforementioned goal, a strategy should be making how to utilize Kunar River water. The existing capacity of Daronta Hydropower should be enhancing to reach 12 MW by the end of 2006.

4) River
   Digging an irrigation canal from Kunar River to irrigate part of Gamberi desert.

5) Plan and measures for Jalalabad city
   Jalalabad city is important in terms of job opportunities, business and good security, that attracts businesspersons from other parts of the country. In order to improve the existing hygiene situation in the town, certain measures including drainage system/canalization should be planning.
   The city should have been developing to accommodate 40000 people according to the Master Plan formulated in the year 1970. However, city population growth is higher than the level of development. The population growth forced the city to be developing at random manner without preplanning or designing for development. Some people illegally occupied areas, which were specifying for parks, social gatherings and other public services; others built houses on agricultural land, which was supposed to provide vegetables to Jalalabad citizens. Lack of drainage system and social services converted Jalalabad into a slum area causing diseases. Footpaths are occupied by hawkers, which cause lots of trouble for the traffic.

In view of the aforesaid scenario, the ensuing points are considered in the framework of one-year development plan for the city:
- creation of a new Master Plan for the city in view of the population growth
- creation of a canalisation/drainage plan
- asphaltting the internal road network of the city and creation of a new asphalt plant to cover the need
- building a bypass road around the town
- working according to the old Master Plan till a new one is formulated
- Shifting all unnecessary institutions such as military garrison, the depot old custom house, and Nangarhar canal to areas out of the city. Creation of markets and other social places over there
- improvement of ditches alongside the roads and creation of three additional public parks in the suburb of the city
- construction of a sport complex and a stadium
- solution for the electricity problem through placing heavy generators in the city
- construction of a library, Museum, Theatre, Cinema, Zoo, Slaughter house and other necessary public houses
- provision of drinking water for all citizens
- creation of new satellite towns
- selection of a suitable place working wise for the government offices
- creation of food/vegetable markets in four direction of the city
- controlling Kabul River and creation of recreation parks along the River
- rehabilitation of Sareje-e-Emarat Garden including the palace, Abdul Haq and Amir Shaheed gardens

In order to achieve the aforementioned municipality development plan, during the year 2006, 30 Million $ are needed. The expected out put of the projects can be highlighting as below:
- provision of potable water to 80% of Jalalabad population by the end of 2008
- ban on Auto Rickshaw and introduction of bus services in the city
- completion of city canalisation system by the end of 2009
- introduction with afghan currency instead of Pak Rupees by the end of 2006
- creation of a clinic in each medium village and creation of mobile health services for small remote villages which will be resourced with female staff
- equipping schools and improving the quality of education

This document was created by the Provincial Development Coordination Committee through a “comprehensive debate” and approved by the provincial governor.

Some of the projects concerning Jalalabad area are very ambitious in view of the available resources and the urban problems in the city. Projects are development oriented and will take time to implement.

### 3.2.3 The Master Plan of 2003

Figure 46 is a representation of the Master Plan of 2003. The original document was drawn by hand by a team composed of:
- the Mayor of 2003
- MUDH of Eastern region
- CAWSS
- MUDH of Kabul

There is no location name on this map.

Figure 47 differs slightly from the previous map because in this one, some information on the legend is not represented and other information is not clear.
Figure 46: Picture of the original document of the Master Plan made in 2003
According to Figure 46, the PDC wants to extend the city to surrounding districts: Kunar, Kama, Rodat and Surkh Rod. At this time, they had plan to extend Kabul Camp\textsuperscript{34} onto a new location to the west of the city (shaded in red). Today, according to the deputy mayor of Jalalabad, they want to transform this location into an industrial estate.

Information about the “non plan distributed places\textsuperscript{35}” was not clear.

*Informal settlements* are scattered all over the city from Kabul River in the north to the military camp in the west and beyond the Police headquarters in the north east.

*Agriculture areas* are not shown on the map even though they represent large surface.

Areas concerned with the *future development of the city*\textsuperscript{36} are currently located on agricultural areas. Does the PDC plan to reduce agricultural areas in aid of urban development? South of the canal, there are currently large amounts of agricultural areas\textsuperscript{37}. This is the same situation in the north of the city and it corresponds to “bocage” area.

Along Kabul River to the north, developers plan to create a “*future value added place*\textsuperscript{38}.” On this area of 5000m\(^2\), housing will cover only 5% and the rest will be made up of gardens. Housing prices in this area will be very high. It will be a pleasant living environment.

There are plans to create “*green areas*” along Kabul River although there are not enough details about this area. This would represent an important recreation area. This project also plans to build a wall along the river to prevent flooding.

There are also plans to install a sewerage works near Kabul River on the future value added area. This type of installation takes up space and should not be installed in value added areas.

They plan to develop the road network to the north of the city and to build a bypass. District 6 is not localised on the map and the future bypass road will be not connected to this new part of the town.

\textbf{This document is not being used by the MUDH and the municipality because they do not have budget to implement it.}

The following map represents the Master Plan for 2003 with location names, many of which are missing.

\textsuperscript{34} Kabul camp is located at the South East of the city, on Torkham road.

\textsuperscript{35} Brown colour

\textsuperscript{36} Blue colour

\textsuperscript{37} Cf. map of Land Use Plan

\textsuperscript{38} Mauve color
Figure 48: The Master Plan of Jalalabad with added information
3.2.4 Urban projects implemented by the municipality of Jalalabad

Today, the municipality has many urban projects, some of which are ongoing, and others which will be implemented in the future. In all, there are eighteen projects which are being implemented and funded by different organisations:

- No. 1: Construction of a new **bus station**, replacing all other bus stations in the city. It will be situated near the canal to the south of the city. This project is **ongoing**.

**Figure 49: Location of the new bus station**

- No. 2: This new bus station requires construction of a **bridge over the canal** (project **ongoing**).

**Figure 50: The current bridge over the canal**

- No. 3: Construction of **two public toilets**, one in the centre of the city, the other near the new bus station. One of them is being implemented by UNDP, funded by the Government of Japan and is **ongoing**.
• No. 4: Construction of **footpath** and **parking** along Amir Shaeed garden and Saraja-e-Emarat garden. This project is funded by DAI and is **ongoing**.

**Figure 51: Construction of new footpath and parking along Amir Shaed Garden**

• No. 5: Construction of a slaughter house near the new bus station. This project is funded by the Government of Japan and is **ongoing**.

• No. 6: Installation of **toilets** in each district.

• No. 7: Construction of **drainage channels** adjacent to urban roads in the centre of the city. This project is being implemented by UNDP, funded by the Government of Japan and is **ongoing**.

• No. 8: Construction of a new **market area** in Talashee Avenue and in Chowki Daramsal. This project is being implemented by UNDP, funded by the Government of Japan and is **ongoing**.

• No. 9: Asphalt Talashee Avenue over 2km.
• No. 10: Construction of a **modern supermarket** near Dosaraka.

• No. 11: **Asphalt roads** over 18km in district 5 and on from Kabul road to the city centre: project is **ongoing** and is funded by the municipality.

**Figure 52: New asphalt road**

• No. 12: Construction of a **bridge** in Chaparhar road in the district 2.

• No. 13: Construction of **two observation towers** on Bessud Bridge and near Chawki Bazazi.

**Figure 53: The new observation tower under construction near Bessud Bridge**

• No. 14: Construction of **parks and high-rise buildings** from Darunta to Kosh Gombath over 20km.

• No. 15: Construction of central reservations in the city is **ongoing** and is funded by the municipality.

**Figure 54: Central reservation**
• No. 16: Implementation of road signs funded by the municipality (ongoing).

**Figure 55: New signs**

• No. 17: Construction of a **bypass road inside the city** from Kolourdu to the new bus station over 18km.

• No. 18: Construction of a **bypass road outside the city**. The proposed bypass road will cover 18.3km. The project will have a profound impact on the physical, social, economic and environment conditions. The width of the road is 20m in built-up areas and 40m in areas where there is no significant human activity. Most of the area is under the control
of the canal department. This bypass will connect Kabul, Jalalabad and Torkham. WSP is the consultant for this project and the choice of contractors has not yet been finalised. The project is funded by the EC and works should commence in June 2006. The EC is waiting for the authorisation of people whose houses lie on the proposed route which are being collected by the local governor.

- No. 19: Creation of **three new satellite towns** around the city in Gamberi desert, Qasamabak and Shiekmisri. Those projects are ongoing and require significant funds. The municipality has begun to distribute plots in those areas. Sheikmisri is located in Surkh Rod district at 15km from the city in the south east. It is situated in a desert area, without water supply and electricity connections. Qasamabad is located in the north and is a desert without infrastructure connection. Between Jalalabad and Qasamabad, there are many agricultural areas.

**Figure 56: The new satellite town in Sheikmisri**

![Image of Sheikmisri satellite town]

**Figure 57: The new satellite town in Qasamabad**

![Image of Qasamabad satellite town]
The following maps show the municipality projects. The first large-scale project is the bypass between Kabul/Jalalabad/Torkham and new satellite towns. The second one represents other projects in the urban area of Jalalabad. Not all these projects have been represented because their locations are not well defined or have not been confirmed by the municipality.
Figure 59: Map of large level projects: the new bypass road and satellite towns

Source: WSP Jalalabad
Figure 60: Map representing some of the different projects of the Municipality in Jalalabad
In conclusion, there are different projects at different levels with different priorities:
- **Large-scale** projects are development-oriented projects and require time to be implemented. Others are located inside the city and can be divided into two categories.
- **Small scale** projects concern drainage canals, asphalt roads and observation towers. These projects aim to have a local impact.
- **Medium scale** projects concern the bypass road inside the city, the slaughterhouse, modern market and the new bus station. These projects will have a larger impact both within the city and in surrounding areas. These projects will attract people from different places and districts, and will increase economic power of Jalalabad. They correspond to the services of a big city.

3.3 Crossed analysis with urban assessment and planning document

3.3.1 Resources and weakness of geographical location of Jalalabad

- Resources

Jalalabad has a privileged location in Nangarhar and in Afghanistan as a whole.

In Nangarhar, Jalalabad occupies a **green, fertile area** irrigated by the Kabul river. It is like an “oasis” among the rest of the desert areas in the province. The city is situated north of Nangarhar and relations/connections with surrounding provinces are relatively easy.

In Afghanistan, Jalalabad represents a connection, a **link** with Pakistan. Situated near the Khyber Pass, the city takes advantage of all traffic, trade and foreign resources from Pakistan and further afield.

Its proximity with Kabul, the capital of Afghanistan, ensures a certain number of **connections and interaction** that are a guarantee for development.

**Agriculture** is the first resource of Jalalabad. The city is surrounded by many agricultural areas that produce fruit, vegetables, wheat, and good quality olive oil.

**Public space** is very important in all cultures and countries. In Jalalabad, people appreciate playing cricket, billiards, volleyball and football. The three gardens in the city are important recreation areas and provide a pleasant landscape for people.

The municipality plans to charge people an entrance fee for the Saraje-e-Emarat Garden. This measure will mean that only people with sufficient budget will be able to enjoy the park.

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39 India, China
40 Kabul/Jalalabad: 3-4 hrs by car
Jalalabad city is hemmed in between Kabul river to the north and the canal to the south. **Expansion of the city is restricted** between these limits because of the large expanse of agricultural areas. The current horizontal expansion of housing and infrastructure is encroaching on agricultural land, reducing the city’s farming potential. This type of urban expansion raises the problem of land use conflict. If the municipality chooses to build buildings or blocks of rented flats (i.e. vertical expansion), urban development will take up less space.

The current trend of horizontal development is putting extra pressure on the need for more infrastructure and resources that require significant funds.

Moreover, people do not have the necessary **skills to build their own houses**. Construction requires expertise and knowledge on engineering and architecture. People do not know how connect their house to the water supply network or how set up a sewage network. This will pose problems in the future because sewage networks must be laid before the foundations and not after. However, people need to adopt this new procedure. Changing customs, people’s mentality and way of life can take a long time. A house is often the only personal resource, asset or property that Afghan people have. It is the only place where they can live and do as they want. Sharing a flat in a building with other people could pose a problem and result in social conflict.

**3.3.2 What type of coordination is there for these different planning documents?**

The different planning documents have been drawn up by people playing different roles in the city planning of Jalalabad.

- The first planning document, “Five year development strategy for Nangarhar Province”, gives guidelines for urban development. It concerning large-scale, medium and small-scale projects inside and outside the city. Some large-scale projects outside the city will have an impact on the development of Jalalabad, for example the creation of a new dam, a new bypass road or a new airport.
In general, implementing these projects will create **positive feedback**.

\[ \text{development of infrastructure} \rightarrow \text{increase of people} \]

Does this planning document take into account previous urban assessment? How can an institutional organisation propose and plan large and expensive infrastructure without first carrying out study of urban assessment?

Some of the projects presented in this document can also be found in other planning documents. The “Five year development strategy for Nangarhar Province” was drawn up in 2006 and it is the most recent urban strategic document. It was probably based on other planning documents.

- The Master Plan of 2003 is only map, without any explanation or clear locations. The MUDH and municipality do not attach a great importance to this planning document because they do not have enough budget to build this infrastructure. The committee that was responsible for drawing up this document conducted an assessment prior to planning new infrastructure.

This document is a visual representation of projects registered in the “Five year development strategy for Nangarhar Province” document. We do not have information about the location of different projects. Why has this committee decided to develop the city principally in the north? Is it because there is more free space? Or is it because the MUDH owns most of this land?

- The municipality projects have not yet been mapped. None of these projects appear on the Master Plan 2003, except the creation of new satellite town in the north\(^{41}\) (Qasamabad). The location of the new bypass on the Master Plan does not correspond to the bypass planned inside the city by the municipality. At present, the municipality is not planning to implement the Master Plan. It is designing projects in parallel without consulting this urban planning document.

The municipality projects are primarily small and medium-sized works whereas the projects included on the Master Plan are on a larger scale. They require significant funds and time to be implemented. Why has this committee designed such ambitious project when they know that it will be difficult to implement them?

Today, the municipality team has changed from when the Master Plan was drawn up. New staff have been recruited and their perspective on urban development has also changed. This maybe explains the wide variations in both these documents.

### 3.3.3 Are urban projects in keeping with urban assessment?

- Weakness in spatial analysis

The MUDH and the municipality are not consulting the maps available, although they occasionally refer to the AIMS urban map. As mentioned previously, the AIMS map is

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\(^{41}\) The planned site of the new satellite town is shaded blue on the Master Plan 2003.
incomplete and only covers one part of the overall territory. It does not give an idea of the horizontal development of the town to the east, west or the north.

Engineers and people responsible for designing urban projects visualise them in their mind. There is no demographic assessment or economic assessment to understand urban dynamics. How is it possible to estimate infrastructure needs if each area of intervention does not undergo a thorough assessment? The Afghan people who are working in the municipality and the MUDH give approximate locations of areas on maps. Their relationship with space is limited because they are not accustomed to projecting their projects and ideas on maps.

- Impact of urban projects on geographical, social and urban environment

This quick impact analysis focuses on municipality projects because the Master Plan of 2003 is not being implemented by local authorities.

The new bus station is being built on waste ground near agricultural areas. This new coach station will bring together all the small bus stations in the town and the hub of the city is likely to displace towards this new area of development, or in any case a new economic centre will develop. This area will have an important influence because it will be the point of departure or entrance in the city. Traffic will also increase significantly in this area. The high concentration of transport infrastructure (vehicles and buses) will attract people, services, and shops. The municipality hope that this location will become the new centre of the city but this raises the issue of the negative environmental impact on surrounding agricultural areas. The traffic will generate noise pollution for neighbouring residential areas and increased air pollution.

Moreover, the increased traffic circulation will require space and parking near the new bus station. This infrastructure will be built on agricultural areas that at present are a valuable resource and “added value” for the city.

Today, the new bus station is not fully complete but it is functioning. Many shops have been built in the surrounding area.
The new bypass road inside the city will increase traffic and pollution in the city. The construction of this wide road requires space but Jalalabad streets are traditionally fairly narrow. The municipality is therefore required to knock down walls and houses alongside this new bypass. This procedure takes time and people are likely to voice their discontent. In order to build a footpath along the Saraje-e-Emarat garden, the municipality has knocked down houses and this has bred an air of general dissatisfaction.

The creation of new satellite towns poses a problem in terms of connecting these areas to the infrastructure and resources of the city. The Sheikmisri and Gamberi deserts are situated at a fair distance from the city. The municipality has not yet resolved problems inside the city in terms of housing, water supply, electricity supply and sewage waste and it is now confronted with problems in these new areas. Before distributing plots of land to people, the municipality should create water supply and electricity networks. This also means the municipality needs to ensure the construction of a new dam for more electricity.
The new bypass road Kabul/Torkham is an important project implemented by WSP and works commenced in December 2005. The municipality does not plan to link this road with the new bus station. All the trucks, buses and vehicles arriving from outside of the city will come in on this road. If this road is not connected with the new bus station, traffic will increase inside the city, creating traffic jams and increased air pollution.

Waste treatment should be a priority for the municipality and the MUDH. Drains are full of household waste and other types of waste. There is no recycling of waste nor is there any public waste collection. Cleaning up the city would contribute significantly to improving people’s living conditions and their environment. *Waste is a factor of infection and disease.*

It would be beneficial to conduct an impact study for all the large-scale projects in Jalalabad area. These studies could reveal that certain projects are being implemented in the wrong locations or that others require greater reflection and time to be implemented.
Figure 63: Impact of the new bus station on the surrounding areas

[Map showing the impact of the new bus station on the surrounding areas, with indications of distance and location of the bus station.]
In conclusion, some of these projects are likely to have a major impact on Jalalabad’s economic, geographical and social environment. City planning needs more reflection on long-term impact because some of this infrastructure is expensive and the damage may be irreparable.

3.4 Systemic analysis

Following systemic outline which represents the different interaction between various urban sector problems, we can see that the city is a complex entity with dynamic feedback.

A city must be understood as a global entity. All sectors are linked and require a wide vision and understanding to ensure that projects are appropriate.
Figure 64: General systemic analysis of Jalalabad urban dynamics

- Exode
- Job insecurity
- Resources and incomes
- Production of vegetables and fruits
- Agriculture areas
- Land use conflict with agriculture areas
- Problem of land titling
- Difficulties to implement projects

- Needs and resources
- People
- Flow of people
- Informal settlement
- Uncontrolled urbanization
- Undefined limits of the city
- Problem with electricity, water supply and sewage network
- Difficult gestion and management of the city

- Projects from local authority
- Financing need
- Presence of NCO and international organisation
- Need of manpower
- Employees

- Problem of aid coordination
- Political stabilization
- Capacity building
- Transfer of competence
- Empowerment and recess of local urban governance

- Urban governance

- 30 years of war
- Break concerning urban analysis and city planning
- Problem of updating data
- Partition of Administration
- Difficult bottom up, topdown and horizontal work
- Difficulties to understand urban context for Afghan people and foreign persons

- Non appropriated projects according geographical, social and economical resources

Legend:
- Positive feedback
- Negative feedback
4 URBAN GOVERNANCE AND URBAN ACTORS IN JALALABAD

4.1 The role of local, regional and national institutional actors

4.1.1 The different departments within the municipality

The municipality of Jalalabad plays an important role in urban development of the town. It makes decisions about projects and where they will be located; it collects taxes, distributes plots of land to families and private building contractors. The municipality comes under the responsibility of the Ministry of Interior. There are five departments at the municipality, each in charge of specific affairs.

- **Searching Department.** This department is not responsible for designing projects but rather fixes prices and rates for goods that are sold in shops. The department has a team of fifteen staff, who receive their salary from the Ministry of Interior.
- **Cleaning Department.** 150 people are employed by this department to clean the city from Kabul river in the North, to the canal in the South. They are also responsible for cleaning district 6. In many streets in the city, water is disposed of on the ground. For streets that are not asphalted, the disposal of water on the soil/sand roadbed results in muddy puddles that slow traffic down and creates traffic jams.
- **Construction Department.** 14 people are responsible for drawing up plans for the city. With the money collected from renting office space in the city, the municipality is able to fund its projects. This department works in collaboration with the MUDH and the MoPW. There is another Department under this one.
- **Distributing Department.** It is in charge of distributing plots of land in each district and fixing the price for each family. On average, one plot costs 40000 Afghanis, which exceeds most people’s income and resources in Afghanistan. This may explain the numerous informal settlements inside the city.
- **Finance/Economic Department.** It manages all the money collected by other departments which is held in a bank account. This department has a team of eight people.

4.1.2 The different Ministerial departments linked to the urban sector

The Afghan administration is divided into several departments in each Province, which are undergoing a process of devolution. It means that they are under national authority. Each department is responsible for implementing national programmes and receives a budget for local projects from the relevant Ministry in Kabul.

- Department of Deep Wells
- **Department of Agriculture.** It works with the MRRD in rural areas. They do not work with maps because they do not “need” them. Their first problem is defining the limits of their

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42 The municipality collects 60 afghanis per month for legal/formal houses and shops. This money is using for cleaning the city, among other things.
43 This contrasts with decentralisation which is currently in progress in many European countries, including France.
intervention. They do not know which areas are covered by the municipality and which areas concern them.

- **Department of Environmental Protection**

- **Department of Urban Development and Housing.** It distributes plots of land in Nangarhar Province, not only in Jalalabad city. This department is composed of four sub-departments:
  - engineering
  - administration
  - finance
  - management and monitoring.

They are working with the Master Plan of 1970 but they are not involved in road, irrigation, and infrastructure projects.

- **Department of Refugees.** They implement national programmes concerning housing for refugees. They are working with the UNHCR who implement some of their proposals. They do not have any projects in Jalalabad city.

- **Department of Traffic.** 84 people are employed by this Department, of which 58 on road traffic and 30 working in the town square.

- **Department of Public Works.** They are responsible for road and highway projects in Nangarhar Province. Their first priority is to rehabilitate roads and secondly to build new roads. They work with different organisations that implement or/and fund projects. This Department is composed of two teams:
  - one for main roads (4 people)
  - one for villages (4 people)

- **Department of Cadastre.** It is composed of a team of elders. They use the old map of cadastre made in 1960. Their role is to register new landowners in the city. This process is a guarantee of land titling for families.

- **Department of Water and Energy.** They provide electricity for houses in the town. They are responsible of Darunta Dam and its maintenance.

- **Department of Irrigation.** They work in rural areas in Nangarhar Province and they provide water for government offices in the town.

- **Department of Canal.** This department owns many fields outside of the city. It is responsible for providing irrigation water for many agriculture areas and cleaning the canal.

- **Department of Rural and Rehabilitation Development.** It is in charge of implementing projects in rural areas. At present, their most important project is the NSP.

- **Department of Transport.** It is responsible for public transport to and from Jalalabad. They collect fees from passengers and taxes from drivers.

In most cases, these departments do not have strong links between them. They are not informed about projects that are being implemented by other departments. Each department is compartmentalised and works directly with relevant Ministry in Kabul. There is not enough communication, sharing and contact between these departments.

The large number of departments reveals that some of them could be joined into one big urban department. This new department could cover issues such as deep wells,
environmental protection, traffic, public works, cadastral, transport and urban development departments. All of these issues fall under the urban sector.

4.1.3 The local Governor

The local Governor oversees all issues in Nangarhar Province. NGOs and international organisations must keep the Governor informed about all of their projects. With respect to the urban project of Jalalabad city, he gave his authorisation and helped select the design for certain new infrastructure.

The Governor is in charge of allocating a budget to the municipality for project implementation and therefore works closely with the municipality, acting as an intermediary between national government and local departments.

4.1.4 National government

National government tries to be present in each area in Afghanistan and establish its authority. It carries out projects on a national level that are subsequently implemented at regional and local levels.

The Government of Afghanistan is planning to develop an urban strategy within the “Afghanistan National Development Strategy.” All ministries and their stakeholders are involved in this process for each specific sector. The urban sector, urban is complex because it involves interdependency and relationships between the main urban institutions and their stakeholders at the national and local levels. In this process, UN-HABITAT plays an important role and assists the MUDH.

Apart from the ANDS, there is no Global Urban Policy which is implemented at local level.

4.2 The “Provincial Development Committee”: a new institutional representative

4.2.1 Organisation chart

Below is the organisation chart for the PDC. Until a few months ago, the PDC was known as the PCB and NDCC.

The PDC is composed of:
- The Governor
- All UN agencies

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45 UN agencies, private research department
46 Provincial Coordination/Committee Body
47 Nangarhar Development Coordination Committee
- **Departments**
  a. Rural Rehabilitation
  b. Refugees
  c. Education
  d. Agriculture
  e. Women Affairs
  f. Planning
  g. Public Health
  h. Disabled
  i. Irrigation

- **Technical Groups**
  a. Civil Engineering
  b. WATSAN
  c. Reintegration
  d. Education
  e. Agriculture
  f. Human Rights
  g. Mine Action
  h. Hygiene
  i. Health
  j. Disabled
  k. Irrigation

- **ACBAR**

- **International NGOs**

  UNAMA provides secretariat services to the PDC and ACBAR and organises meetings with departments.

4.2.2 Role of the PDC

The PDC was created a few months ago and has three targets:

- *Facilitate communication, sharing and discuss* between all stakeholders, NGOs and UN agencies. This step is new and requires the participation of all actors at regular monthly meetings.
- *Placement of strategy and plans* on different sectors.
- *Multi sector-based vision* on making project and taking decisions.

The PDC has been set up across the country under the guidance of the Ministry of Rural Rehabilitation and followed by the MoUD, largely to coordinate the government's National Priority Programmes.

It will help develop *constructive discussion and debates* between these actors. The concerns and projects of any one department (Irrigation, Health, Refugees, etc) have an inevitable impact on urban development and city planning.

Communication between different ministerial departments was lacking for a long time. Now it is a *necessity* for development and good governance of the town.
Figure 65: Organisation chart of Provincial Development Committee

TWG: Technical Working Group
Source: UNAMA, Jalalabad Office
4.2.3 The role of UNAMA

UNAMA was established on 28 March 2002 through United Nations Security Council resolution 1401. Its original mandate was aimed at supporting the process of rebuilding and national reconciliation outlined in the Bonn Agreement of December 2001. Today, Afghanistan has moved on from the Bonn Process and the Mission’s work has changed accordingly. As of 23 March 2006, UNAMA’s mandate which is renewed annually contains six main elements. These are:
- providing political and strategic advice for the peace process;
- providing good governance;
- assisting Afghanistan’s government towards implementation of the Afghanistan Compact;
- promoting human rights;
- providing technical assistance;
- continuing to manage all UN humanitarian relief, recovery, reconstruction and development activities in coordination with the government.

UNAMA’s priorities include strengthening Afghan institutions and building the capacity of the Afghan Administration at all levels, including the development of institutions of good governance, of law and order, and of security. Emphasis is also placed on increasing employment and cash for work schemes, which provide income to families.

Concerning Jalalabad area, UNAMA has several targets concerning global development and implementing the PDC:

1. to assist the Governor Office and the Department of Economy and Planning to establish the PDC in line with its perceived objectives
2. to work with the Department of Economy to raise the awareness of line departments towards the role, objectives and overall importance of PDC in assistance delivery and development sphere
3. to encourage/assist relevant line-department to cooperate with the Department of Economy in formulating a term of reference in addition to the overall management of the PDC
4. to work with the Governor office and Department of line ministries to prepare a Provincial Development Plan, on the basis of priority and in line with the sprits and substance of the aforementioned National Documents
5. encourage aid/UN Agencies to adjust their assistance plans and priorities according to the Government Development Plan
6. facilitate the development of planning, coordination and monitoring capacities of concerned line departments in order to deal properly with provincial economic and social development
7. assist the Department of line ministries through ACBAR to adjust the existing Technical Working Groups on the manner of those Sectoral Working Groups suggested for monitoring MDGs, Afghan Compact
8. enhanced the skills of PC members to take part in coordinating forums and get thereafter put their respective communities in picture of the Compact progress
9. monitor the progress of PDC in creating the sectoral working groups and monitoring mechanisms
10. to assist PDCs sectoral working groups in coordination and planning
11. compiling and reporting relief and development activities to head of section officer on monthly basis
12. regular meeting with civil societies in the Province for explain their role in the trend of development
4.3 International actors of urban development

4.3.1 International aid in Jalalabad

There are currently a large number of international organisations and NGOs in Jalalabad, working in a number of different sectors. It is often difficult to understand who is doing what and where.

Some organisations are implementing projects from start to finish. Others are simply funding projects that are put forward by local government.

In the urban sector, international aid is not well coordinated because of insufficient communication and sharing of information between organisations. The ICRC who is working on water supply, is not well informed of UNDP and UN-HABITAT’s urban development projects. This raises a number of different problems for coherent urban development within the town. It is possible to observe a certain amount of competition between the different actors of urban development over donor funding, resources and the issues at stake.

Some organisations are involved in emergency programmes, others in rehabilitation and development projects. At all levels of intervention, these projects should be coordinated in time and space. They do not require same resources, workers, funds or timeframe but they all contribute to the development of Jalalabad.

The PDC could coordinate these projects and inform organisations about future proposals. According to the Technical Working Group, it will soon be possible to have a global vision of ongoing and forthcoming projects in Jalalabad.

The most important urban projects implemented in Jalalabad are overseen by three organisations: UNDP, UN-HABITAT and ICRC.

4.3.2 The role of UNDP in the urban sector in Jalalabad

The UNDP is involved in urban development projects in Jalalabad with the “Urban Development Group” within RISE⁴⁸ Programme⁴⁹. The RISE programme was launched under the Promotion of Sustainable Livelihood Programme of UNDP Afghanistan and has two goals:
- to build capacity in the regions through joint monitoring and evaluation
- to provide immediate assistance and a basis for enabling environment towards sustainable economy, for communities in both urban and rural areas.

Beneficiaries of the RISE programme will include ex-combatants and other vulnerable groups, such as returnees, IDPs, Afghans with disabilities, and women, in the target provinces of Balkh, Nangarhar, and Kandahar.

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⁴⁸ Regional Initiative for Sustainable Economy (RISE)
⁴⁹ Peace Building Grant Aid (PBGA) Programme Framework: PBGA funding from the Government of Japan was granting to UNDP to support regional development for sustainable peace in Afghanistan. The programme under PBGA is comprised of three components:
- Component I: Long term macro economic development
- Component II: Medium term capacity development
- Component III: Immediate assistance to communities.
The UDG\textsuperscript{50} implements municipality projects. Some of them are emergency and rehabilitation projects (drainage channels), others correspond to development projects (construction of public toilets, slaughter house).

### 4.3.3 The role of UN-HABITAT in Jalalabad

UN-HABITAT works in collaboration with civil society, local authorities and the government to make urban development broad-based and inclusive.

At the \textit{national level}, UN-HABITAT has supported the government in preparing an urban housing policy and is continuing to serve as the secretariat for the Urban Management Consultative Group.

At the \textit{local government level}, UN-HABITAT has been working with the municipalities of Kabul, Kandahar, Jalalabad, Herat and Mazar-i-Sharif, strengthening their management capacity through project implementation with budgets in the range of US$15 million. These projects cover the immediate needs of the urban population with a longer-term perspective in mind, such as creating temporary jobs, improving small-scale city infrastructure, shelter reconstruction and municipal capacity strengthening.

At the \textit{community level}, UN-HABITAT ensures that community representatives are involved in all its activities, be they urban or rural. UN-HABITAT is a technical agency and not a funding agency therefore its role in supporting the Ministry is necessarily in the form of funding.

UN-HABITAT assisted the MUDH as a secretariat to facilitate joint coordination by the main urban government institutions.

In Jalalabad, UN-HABITAT has four projects:

1. The \textbf{National Solidarity Program}\textsuperscript{51} was established by the Government of Afghanistan to support Afghans in identifying, planning, managing and monitoring their own reconstruction and local development projects. The NSP promotes a new grassroots development paradigm whereby communities are empowered to make decisions and control resources during all stages of the project cycle. The NSP is executed by the Ministry of Rural Rehabilitation and Development (MRRD) with initial funding from the International Development Association (IDA). It concerns primarily rural areas.

2. \textbf{Civil Society 2006}

3. A \textbf{City Profile of the urban sector} will be undertaken on September 2006 over five weeks to assess urban needs and priorities through local consultative workshops led by the municipality and involving local communities and other stakeholders. They will focus on five sectors:
   - communities
   - land
   - governance
   - local economic development
   - urban environment

\textsuperscript{50} Urban Development Group
\textsuperscript{51} NSP (National Solidarity Program)
4. **Human Security Trust Fund Project** to upgrade informal settlements in Jalalabad. This project is established by the Government of Japan. The Project goal is to enable people residing in informal settlements to respond to critical and pervasive threats that undermine their survival and dignity. Criteria selection of intervention areas are:

- Settlement with limited services and unplanned settlements that suffer from under investment and traditional/old settlement
- Settlement with no or minimal infrastructure and services available (water, roads, drains, sanitation, etc.)
- Settlement destroyed or damaged by war; and settlements in very poor areas with a high number of IDPs and returnee families.

Based on the above criteria, six neighbourhoods\(^{52}\) were selected in Jalalabad, which represents 37,500 people. The primary beneficiaries of this project are local communities, mainly returnees, IDPs, vulnerable families, widow-headed households.

**Figure 66: A UN-HABITAT project concerning improvement of informal settlement in Jalalabad**

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4.3.4 **The role of the ICRC in Jalalabad**

The ICRC is an impartial, neutral and independent organisation whose humanitarian mission is to protect the lives and dignity of victims of war and internal violence and to provide them with assistance.

The ICRC opened a sub delegation in Jalalabad in 1992. They are providing safe drinking water by repairing and constructing urban drinking water supplies.

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\(^{52}\) Cf. map Informal Settlement in section 2
Table 3: Water and sanitation activities of ICRC in Jalalabad

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Cleaning of main reservoirs in CAWSS.</td>
<td>Rehabilitation of two other pumping stations.</td>
<td>Water and sanitation project for returnees in Farma Hada camp</td>
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<td></td>
<td>New pumps, house repairs and electric</td>
<td>(hand pump 40 unit and garbage collection point 20 units) for 40,000 people.</td>
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<td>installations.</td>
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<tr>
<td>Emergency repair of the existing network.</td>
<td>New water network in Joe Haft area 24 km for 25,000 people.</td>
<td>Construction of a 400m³ reservoir and drilling of a new borehole for 10,000 people.</td>
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<tr>
<td>Provision of technical tools to CAWSS.</td>
<td>Qasaba water network for 5,000 people.</td>
<td>Construction of main drainage channel in Qasaba for 5,000 people.</td>
</tr>
<tr>
<td>Rehabilitation of two pumping stations.</td>
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</table>
5 FINDINGS

Jalalabad is one of the largest cities in Afghanistan. It is an attractive urban area for many reasons that are linked to its past history and its present economic and social development and geographical situation.

Today, Jalalabad is renowned for its green areas, fruit trees and flowers. Green spaces are highly symbolic and represent added value for people and the environment they live in. During the decades of conflict, the city expanded sporadically and its primary function changed from that of a resort town. It became a city where displaced and vulnerable people took refuge. Indeed, Jalalabad functioned as a retreat for many people who were fleeing the fighting in Kabul during the civil war. This situation of precariousness, danger and vulnerability had an impact on people needs, their relationship with their environment and, in general, the way the city developed.

The city is composed of six districts that have been built at different times by different authorities. These districts are fairly separate entities with different dynamics, economic resources and demographic potential. A short assessment of some urban sectors shows that the city has undergone a somewhat irregular development. Each district has its own potential, resources, weaknesses and dynamism. The limits of the city are constantly changing according to the water supply network, the electricity network and the transport network. Maybe, it is one of reasons that limits are not clear in people’s mind. Jalalabad city is not a defined spatial entity.

Urban planning in Jalalabad is currently based on four planning documents that correspond to different levels of intervention. All these projects have been planned without conducting a spatial analysis or an urban assessment. The current horizontal expansion of housing and infrastructure is encroaching on agricultural land, reducing the city’s farming potential. This is putting extra pressure on the need for more infrastructure and resources that require significant funds. Weaknesses in spatial analysis are responsible for the gap between the different planning documents and the real urban situation. Urban governance has recently set up a new institutional department, the Provincial Development Committee. The PDC could help contribute to constructive discussions and debates between these actors. The concerns and projects of any one department (Irrigation, Health, Refugees, etc) have an inevitable impact on urban development and city planning. Communication between different ministerial departments was lacking for a long time. Now it is a necessity for development and good governance of the town.

Issues to debate

- The city has an important environmental potential (agricultural areas, green areas, public spaces, Kabul river) and stakeholders need to ensure that uncontrolled urban development does not compromise this asset.
- The current horizontal expansion of the city means that stakeholders need to work and plan the city at different levels, according to spatial analysis. City planning needs to be done using maps.
- Ongoing and forthcoming future projects require expertise and an impact study must be carried out on close, intermediate and distant environment. Each project will have secondary effects on the social, geographical and environmental context.
- Debate, communication and discussion between all the stakeholders represent one of the main conditions for good urban governance.
## ANNEXE 1: LIST OF INTERLOCUTORS

<table>
<thead>
<tr>
<th>NAME</th>
<th>POSITION</th>
<th>ORGANIZATION</th>
<th>E-MAIL</th>
<th>PHONE NUMBER</th>
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All maps presented in this survey are based on this satellite map of Jalalabad dating from 2003.