

**URBAN  
DEVELOPMENT &  
HUMANITARIAN  
SHELTER IN  
KABUL:  
Current Issues and  
Next Steps**

*Charles A. Setchell  
Shelter, Settlements,  
and Hazard Mitigation  
Advisor, USAID/OFDA*



# ***SESSION OBJECTIVES***

- **Provide an OFDA View of Settlements**
- **Provide an Overview of Conditions in Afghanistan**
- **Provide an Overview of OFDA Activities, and**
- **Identify/Discuss Opps for Engagement.**

An aerial photograph of a city, likely Jerusalem, with a dense urban area in the foreground and a range of rugged, light-colored mountains in the background. The sky is clear and blue. The text is overlaid on the top half of the image.

**SOME CONTEXT:**  
**Settlements are the**  
**“Where?” of “Our” Mandate**

**Where Settlements are located,  
How they have developed,  
How rapidly they grow,  
How strong their economies are, and  
How well they are managed, esp. in  
times of crisis...**

**Will largely determine  
whether they become  
the sites of future  
disasters -- and  
possible USG responses**



# The **TRENDS** Affecting Settlements Are Many, and Include...

- **The Future Is Urban.** *Global population will increase from 6.2 billion to 8.3 billion, '03-'30; equiv. of 100% located in the cities of developing countries, increasing pop. from 2 to 4 billion!*
- **Increasing Poverty.** *Over 2.8 billion people -- nearly half of humanity -- survive on per capita incomes of no more than \$2/day, up from 2.5 billion in 1987. Millions more earn only slightly more.*
- **Increasing Strains** *on Basic Social Services and Institutions*
- **Growing Environmental Decline,** *Coupled with Limited Economic Growth*
- **HIV/AIDS, Bird Flu, Pandemic Influenza,** *etc. increasingly a feature of settlements*

# AN EXAMPLE: ANYONE SEE

## slumdog millionaire

- Conditions depicted are experienced by nearly 1 of every 6 human beings
- By 2030, nearly 1 of every 4!!!



# Implications for OUR Work...

- **Context: 2X urban pop., 3X urban land; LOTS of issues with growth**
- **Chronic and acute needs are merging more and more every day**
- **Disasters/crises accelerate and exacerbate the urbanization process, and**
- **How to reconcile, given need to develop a strategy?**



# Getting Oriented

> 30 mill people; 251,772 sq. mi.  
(nearly 20% larger than France)



**A Landscape of Hazards  
and Conflict**

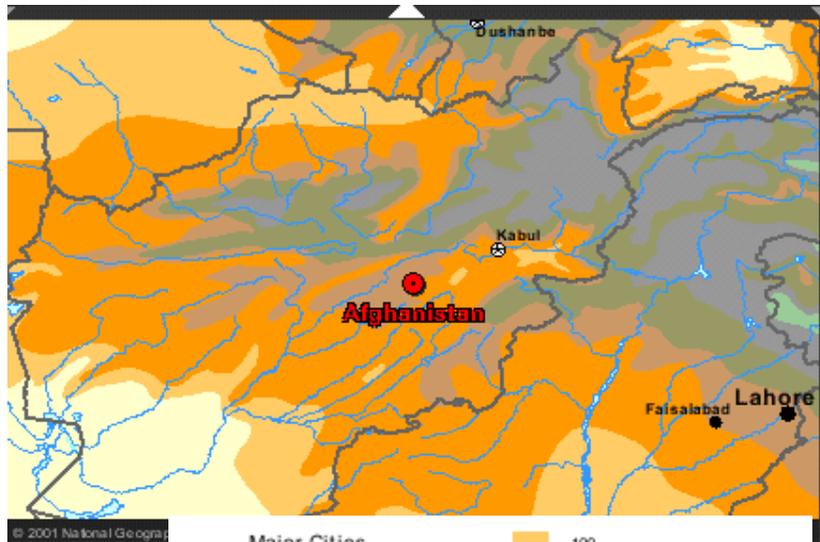
*Years of Conflict, and it Could Get Hotter Soon, and Possibly Generate Significant Displacement*



# Natural Disasters in Afghanistan

- Earthquakes
- Flooding
- Droughts
- Landslides
- Extreme winter conditions,
- Avalanches
- Sand storms
- Pests (e.g. Wheat Rust Ug99, Locusts)
- Epidemic

# Hydrometeorological Hazards



- Droughts
- Floods
  - Landslides
  - Mudflow
- Avalanches
- Extreme Temperatures
  - Cold waves
  - Heat waves
- Environmental Issues:
  - Water scarcity
  - Soil degradation
  - Deforestation

# Settlements Often Feature Flash Flood Risk



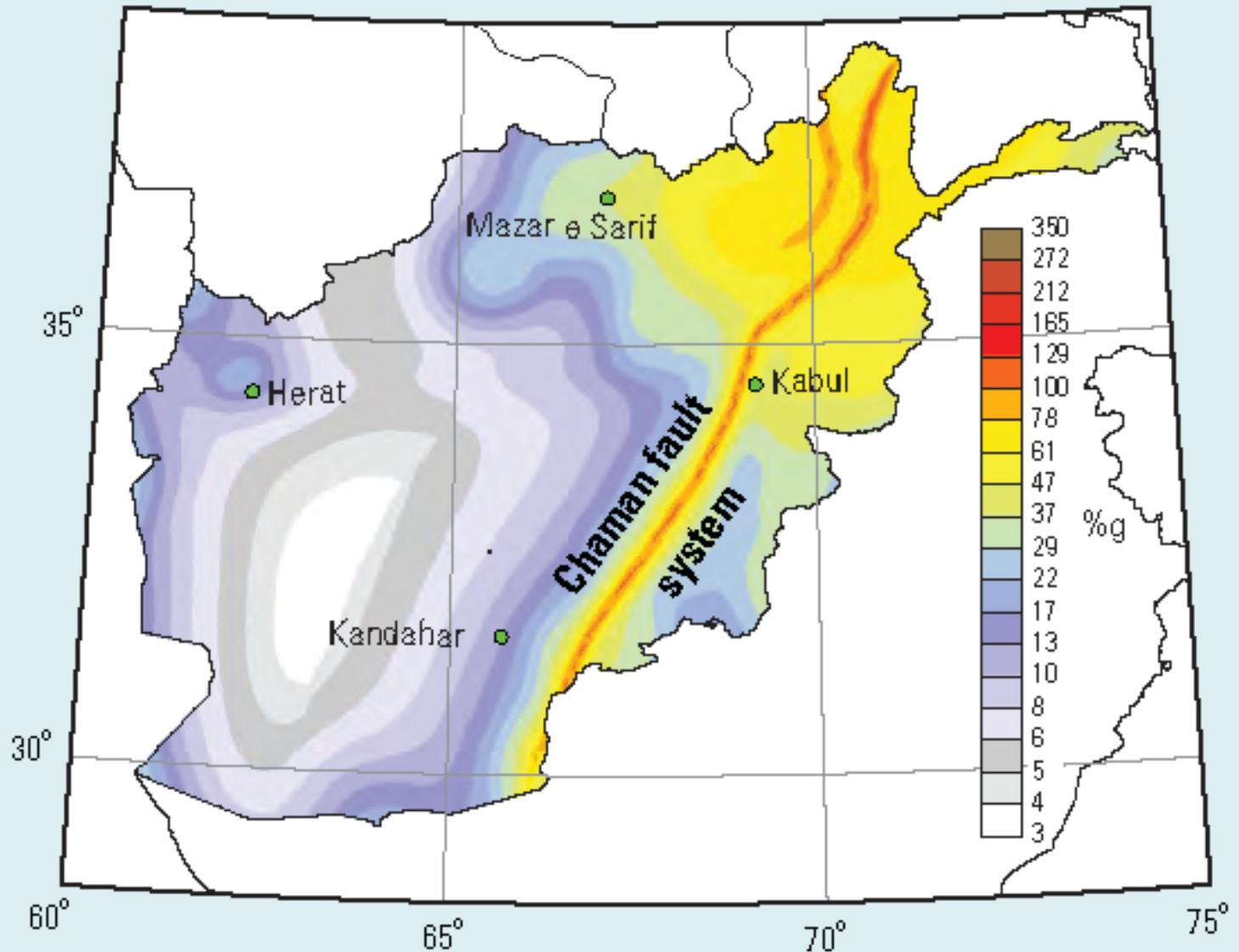
# **THE IMPACTS OF "HYDROMET" DISASTERS ARE NOT TRIVIAL**

- **From '98-'07, 2.77 billion people affected worldwide, or 98.8% of total affected by natural disasters**
- **2.77 billion = approx. 46% of global pop.!**
- **640,000 people killed, or 62% of total killed by natural disasters**
- **\$805 billion in damages, or 85% of total caused by natural disasters**

*Source: WDR 2008, IFRCC*

# Generalized Seismic Hazards of Afghanistan

Warm colors show higher hazard, and cool colors show lower hazard. The strongest expected shaking is concentrated on major active faults in eastern and northeastern Afghanistan.



# Largest Earthquakes (M7+)

## Afghanistan and Vicinity

*(28 from 1902-2002, and most significant recent events NOT on list)*

**M7 =**

- 20 billion kilos of TNT
- Enough energy to heat NYC for one year!
- Can be detected all over the world

YR	MN	DY	LAT	LON	D	MAG
765	0	0	35.200	60.400	25	7.60
818	5	15	36.800	66.200	50	7.50
1175	0	0	37.500	65.500	15	7.10
1896	9	23	37.000	71.000	160	7.50
1902	10	6	36.500	70.500	200	7.20
1905	4	4	33.000	76.000	0	7.80
1907	10	21	38.000	69.000	0	7.20
1908	10	24	36.500	70.500	220	7.00
1909	7	7	36.500	70.500	230	7.60
1909	10	20	30.000	68.000	0	7.00
1911	7	4	36.000	70.500	190	7.40
1917	4	21	37.000	70.500	220	7.10
1921	11	15	36.116	70.724	152	7.60
1922	12	6	36.445	70.939	240	7.30
1924	10	13	36.522	70.831	179	7.20
1929	2	1	36.459	70.931	208	7.00
1931	8	27	29.473	67.172	35	7.10
1935	5	30	28.894	66.176	35	8.10
1937	11	14	36.569	70.670	200	7.10
1943	2	28	36.500	70.500	210	7.10
1949	3	4	36.000	70.500	230	7.40
1949	7	10	39.000	70.500	0	7.60
1950	7	9	36.700	70.500	223	7.50
1951	6	12	36.300	71.000	223	7.50
1956	6	9	35.042	67.479	35	7.60
1965	3	14	36.400	70.716	210	7.50
1974	7	30	36.353	70.763	211	7.40
1983	12	30	36.372	70.738	214	7.20
1993	8	9	36.379	70.868	214	7.00
1997	2	27	29.976	68.208	33	7.30
1998	5	30	37.106	70.110	33	7.00
2002	3	3	36.502	70.482	225	7.40

# Why be concerned about **SEISMIC HAZARDS?**

- Devastating earthquakes can have lasting social, economic, and political effects.
  - Threaten health and safety
  - Widespread destruction has short-term and long-term economic impacts
  - Slow or inadequate responses can have political consequences
  - Full recovery takes many years
- Earthquakes can destroy years of reconstruction efforts in seconds, and
- There is a history of large earthquakes occurring in Afghanistan, and future earthquake activity is expected.

**GLOBALY, Kabul ranks 3 to 8 among cities most at risk of a major earthquake. A large event on the Chaman Fault might:**

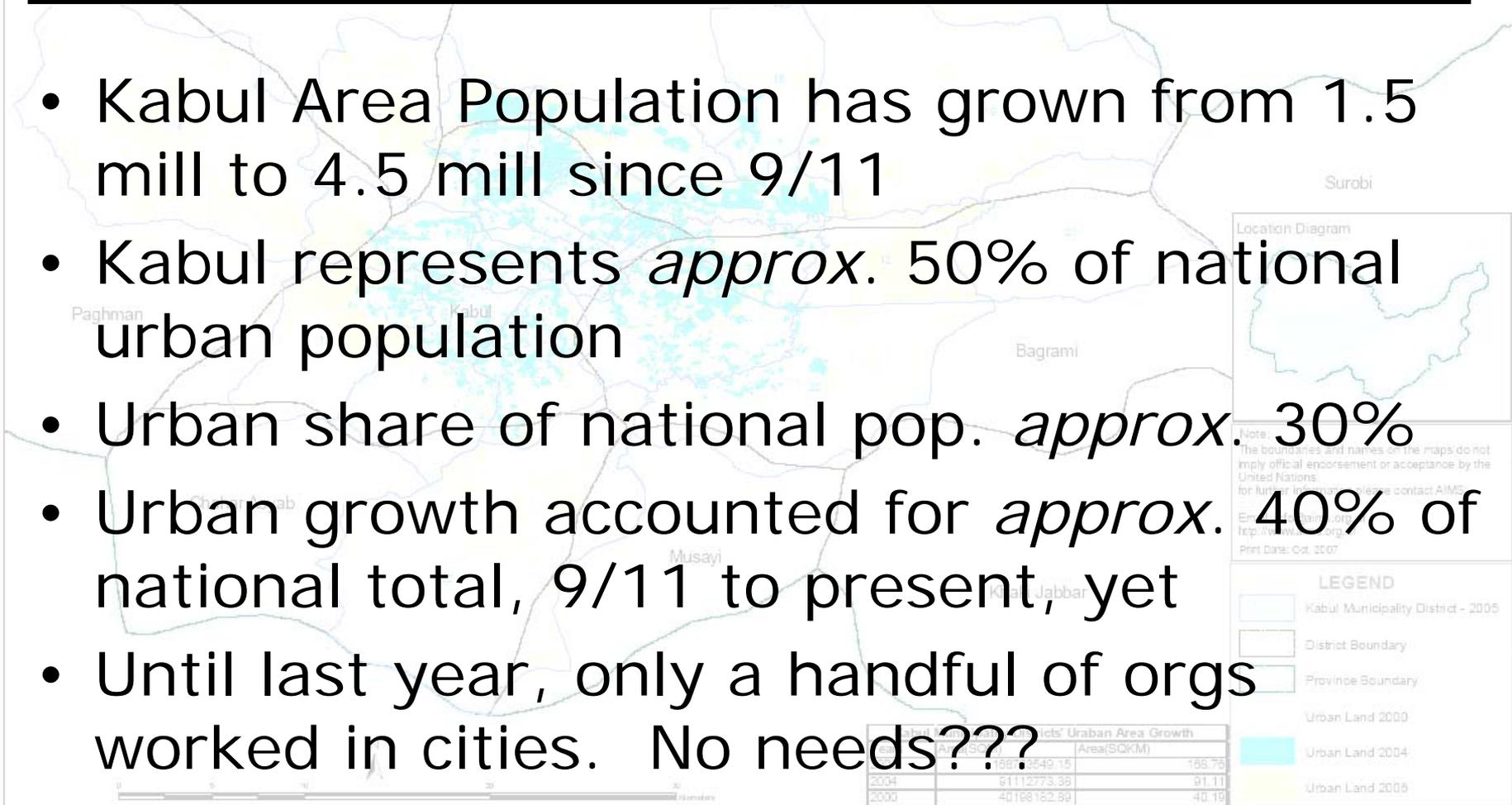
- Affect 80 percent of houses, with 40 percent uninhabitable, generating shelter needs for at least 2.7 million people
- Generate 55k-110k fatalities, and 280k-560k injuries
- Destroy/damage large portion of critical infrastructure inoperable (hospitals, civil defense, government buildings, airport facilities, bridges, roads, warehouses, etc.)
- Destroy/damage/disrupt communication and electrical services
- Destroy/damage/disrupt water and sanitation services
- Generate fires
- Overwhelm limited emergency services, and
- Render already vulnerable people even more so.

# **Years of Conflict and Disasters Have Undermined Resiliency**

- **Merging of chronic and acute needs, whether in conflict zones or not**
- **Six droughts in 7 years, increasing vulnerability over time**
- **“Winterization” for past 7 years**  
(e.g., cold weather deaths)
- **Decline in coping mechanisms**
- **Migration as one of remaining coping mechanisms: “economic” or “survival”?**
- **Development questions as well as humanitarian issues**

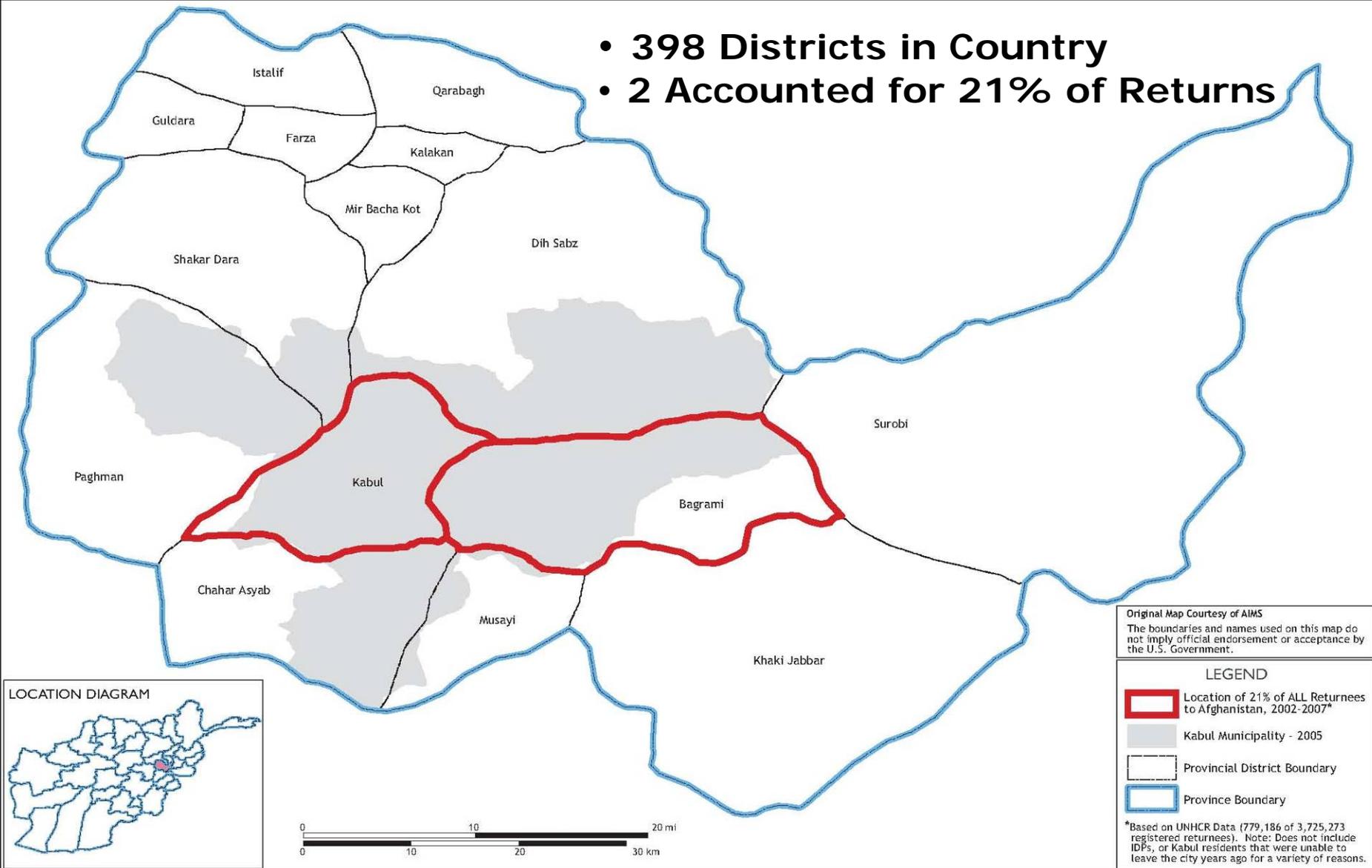
# Urban Growth, Led by Kabul, Has Been Significant Yet Stealth Since 9/11

- Kabul Area Population has grown from 1.5 mill to 4.5 mill since 9/11
- Kabul represents *approx.* 50% of national urban population
- Urban share of national pop. *approx.* 30%
- Urban growth accounted for *approx.* 40% of national total, 9/11 to present, yet
- Until last year, only a handful of orgs worked in cities. No needs???

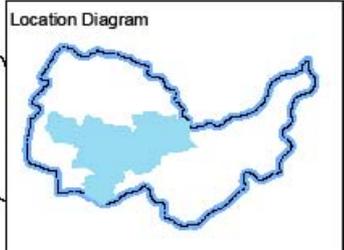
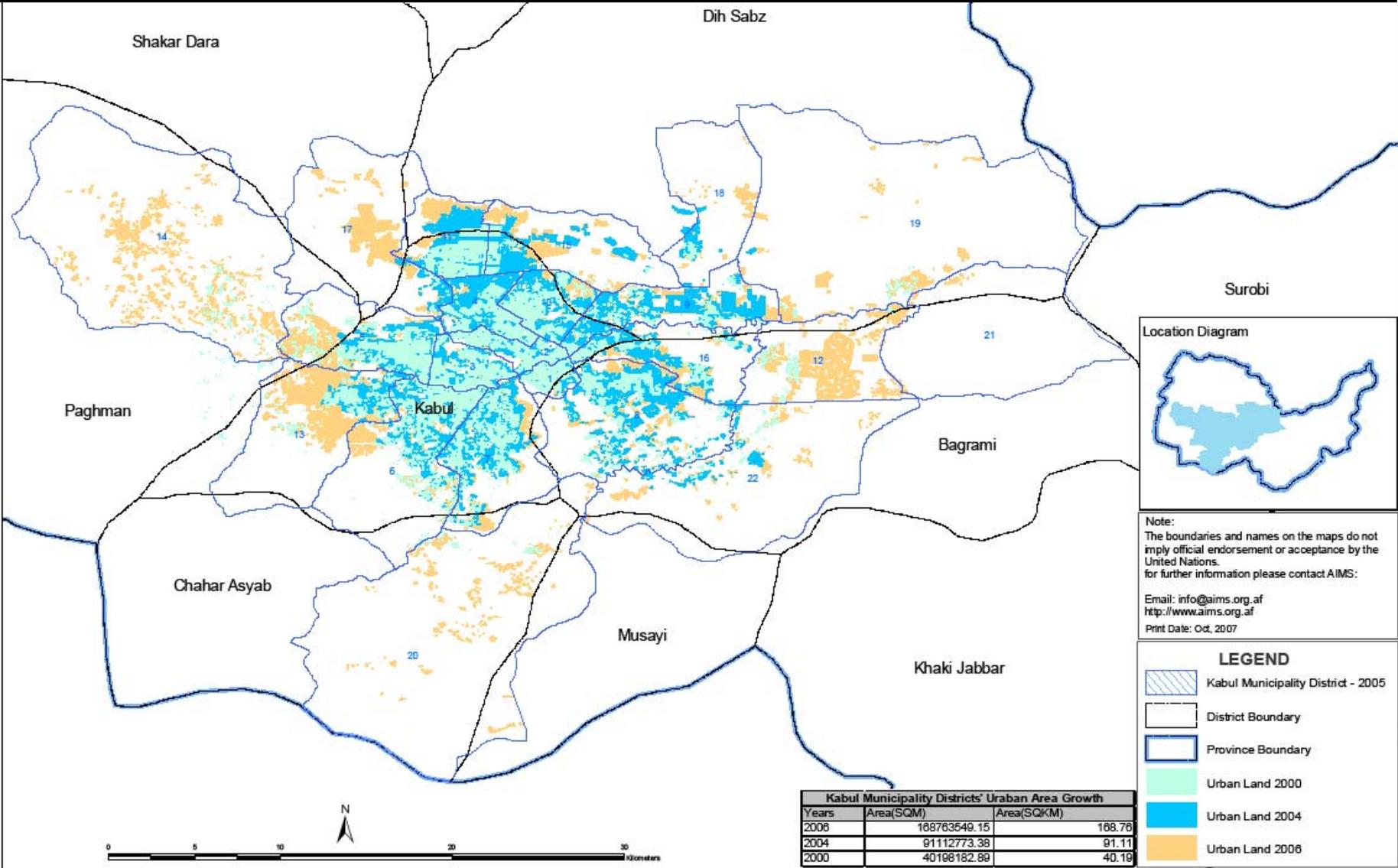


# Urban "HA": Kabul, '02-'07

- 398 Districts in Country
- 2 Accounted for 21% of Returns



# Kabul, '00-'06: 3X Pop., 4X Area



Note:  
 The boundaries and names on the maps do not imply official endorsement or acceptance by the United Nations.  
 for further information please contact AIMS:  
 Email: [info@aims.org.af](mailto:info@aims.org.af)  
<http://www.aims.org.af>  
 Print Date: Oct, 2007

**LEGEND**

- Kabul Municipality District - 2005
- District Boundary
- Province Boundary
- Urban Land 2000
- Urban Land 2004
- Urban Land 2006

Kabul Municipality Districts' Urban Area Growth		
Years	Area(SQM)	Area(SQKM)
2006	168763549.15	168.76
2004	91112773.38	91.11
2000	40198182.88	40.19

# Composition of Recent Change in Kabul Suggests Need to Re-Think "HA" and "DA" Policies

- Again, population has grown from 1.5 mill to 4.5 mill since 9/11
- "Returnees" = 1.2 mill (40%) of 3.0 mill change
- Net natural growth = 0.5 mill (17%) of change
- Jurisdictional expansion = 0.1 mill (3%) of change, and
- Net in-migrants = 1.2 mill (40%) of change
- Q: Are migrants "economic" or "survival"?

Year	LA (SQM)	DA (SQM)	Urban Land 2005
2000	40168	162.89	40.19

# How Migrant Question Answered Determines Assistance

- Heretofore, "economic", and thus a development issue. Until recently, however, limited focus on urban meant limited assistance
- If "survival", few humanitarian actors can cope, and don't have staff and resources
- If no one can cope with macro-level coping, what to do?

Kabul Municipality Districts' Urban Area Growth

Years	Area(SQM)	Area(SQKM)
2008	188763549.15	188.76
2004	91112773.38	91.11
2000	40168182.89	40.19

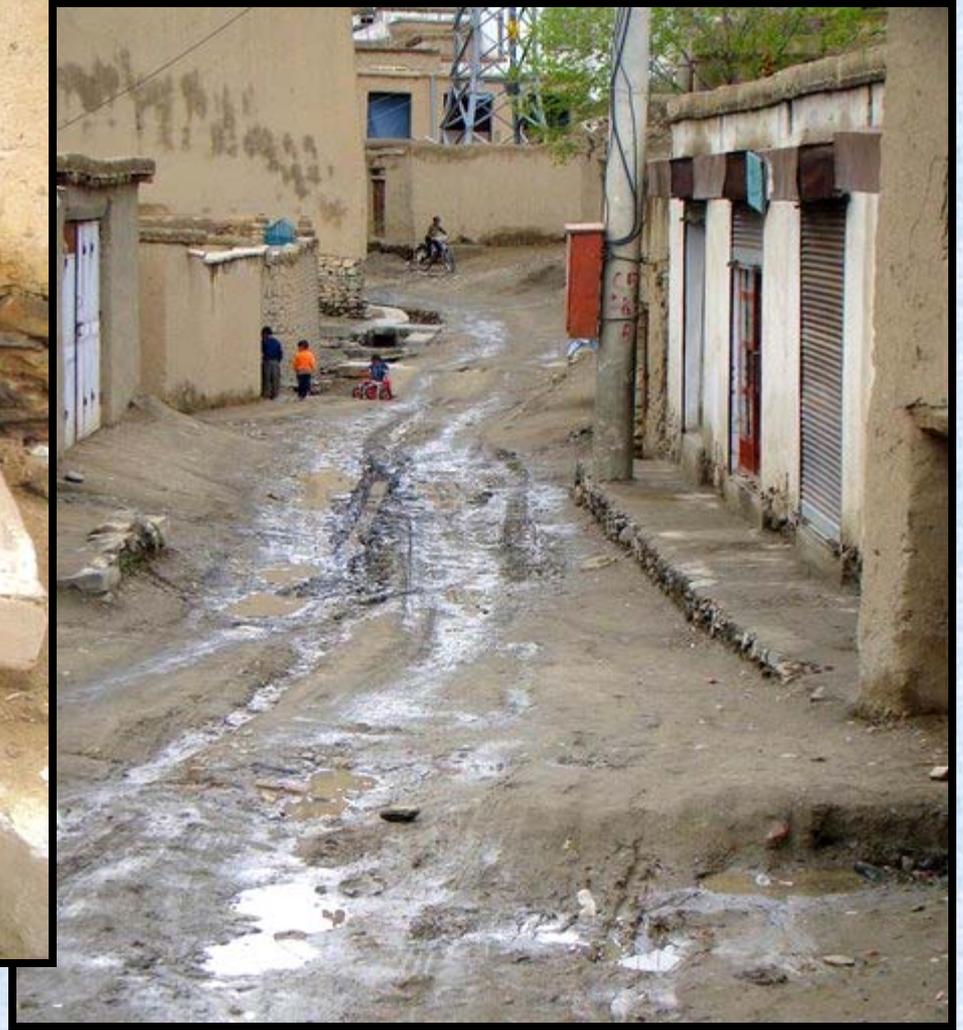
LEGEND

- Kabul Municipality District - 2005
- District Boundary
- District Boundary
- Urban Land 2000
- Urban Land 2004
- Urban Land 2008

The boundaries and names on the maps do not imply official endorsement or acceptance by the United Nations.  
For more information please contact AIMS:  
Email: [aims@unhcr.org](mailto:aims@unhcr.org)  
<http://www.aims.org.af>  
Print Date: Oct. 2007



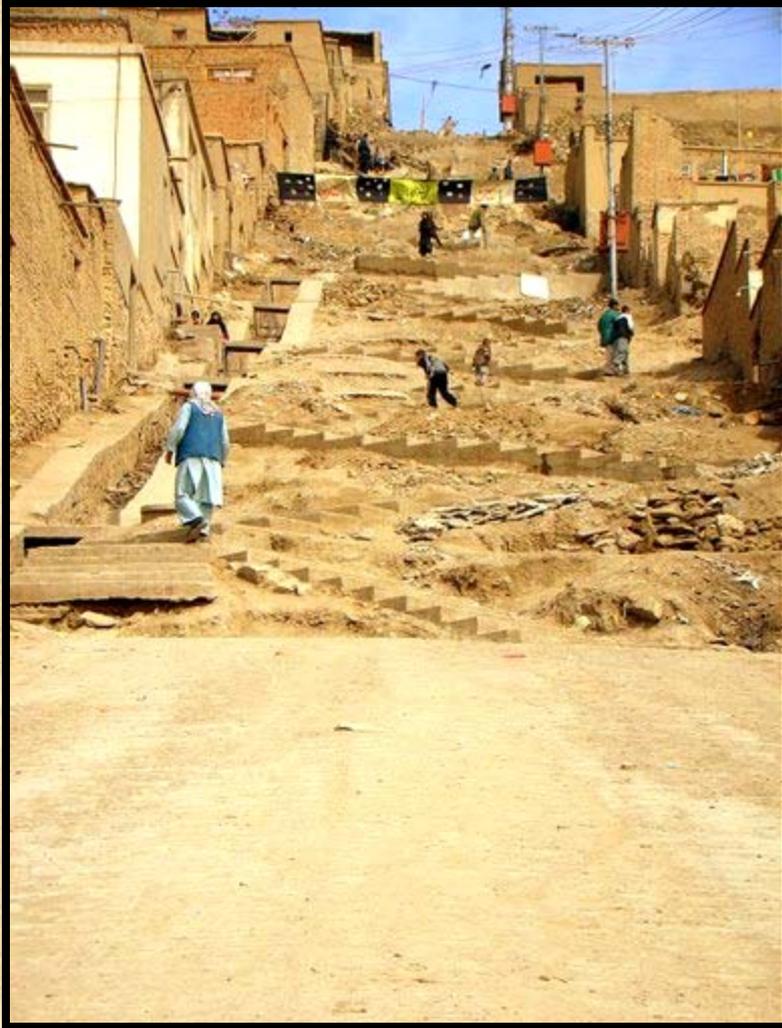
**ISSUE: Significant Destruction,  
and Limited Rebuilding**



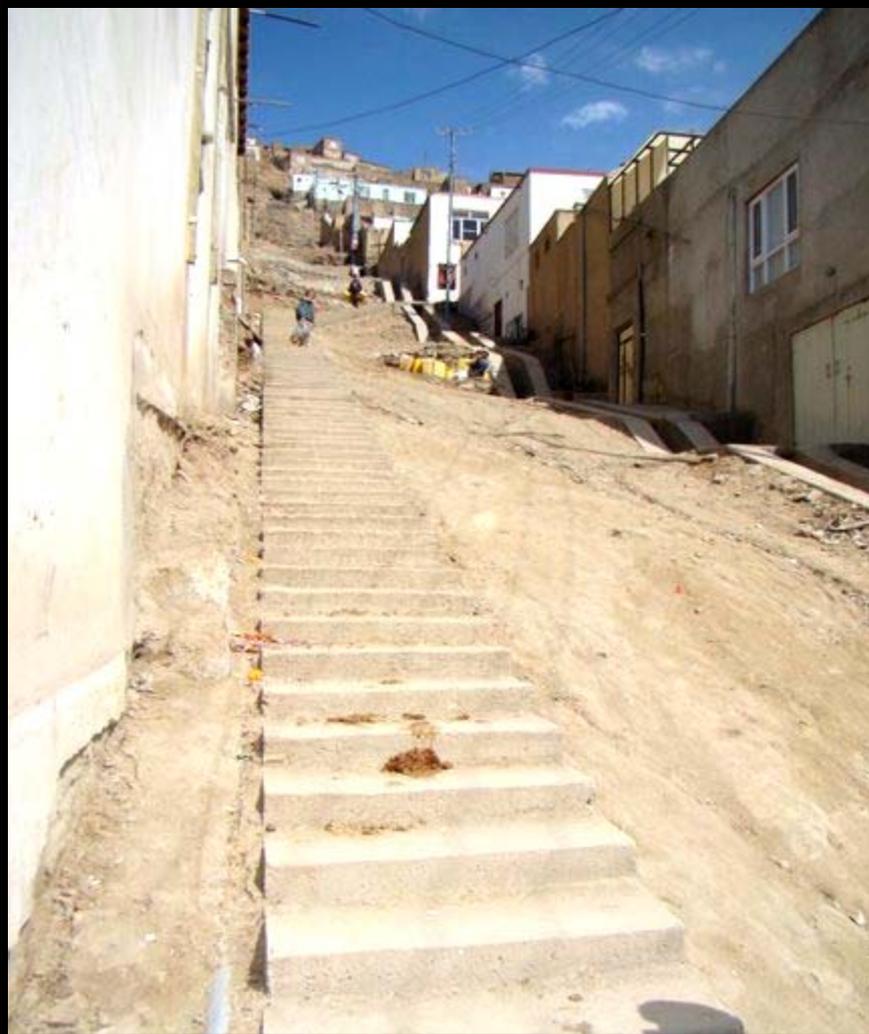
**ISSUE: Drainage & Sewerage**

**ISSUE:  
Nine Feet  
of Garbage  
"Found"  
Between  
Buildings!**





**ISSUE: Hillside Development**



**ISSUE: Services**

# ISSUE: Services





**ISSUE: Precarious Living on  
a Good Day**



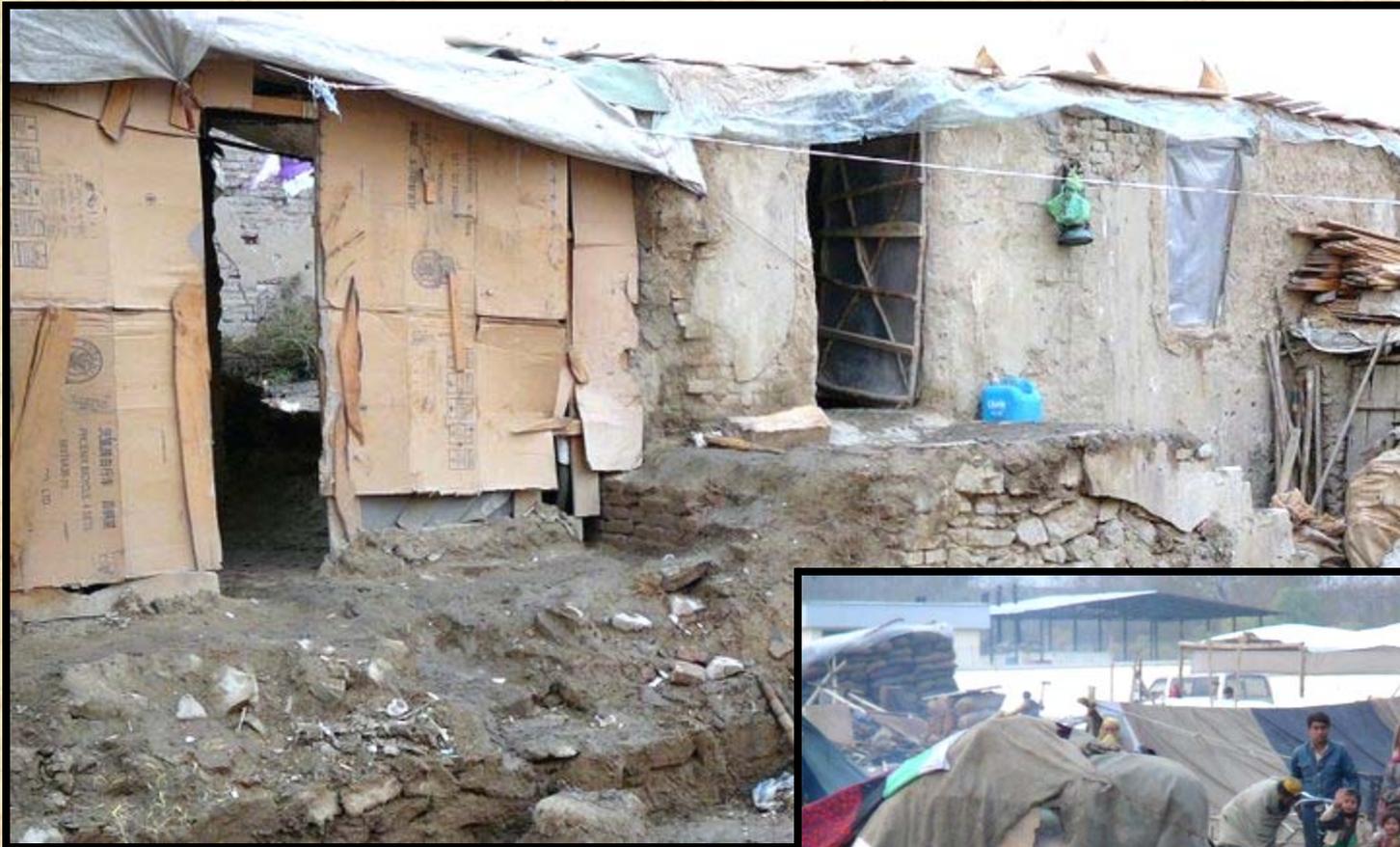
**ISSUE: Shelter**

# Children in Abandoned Buildings, Kabul





**Tent Occupants,  
Central Kabul, Last  
Winter**



**Living Rough...**

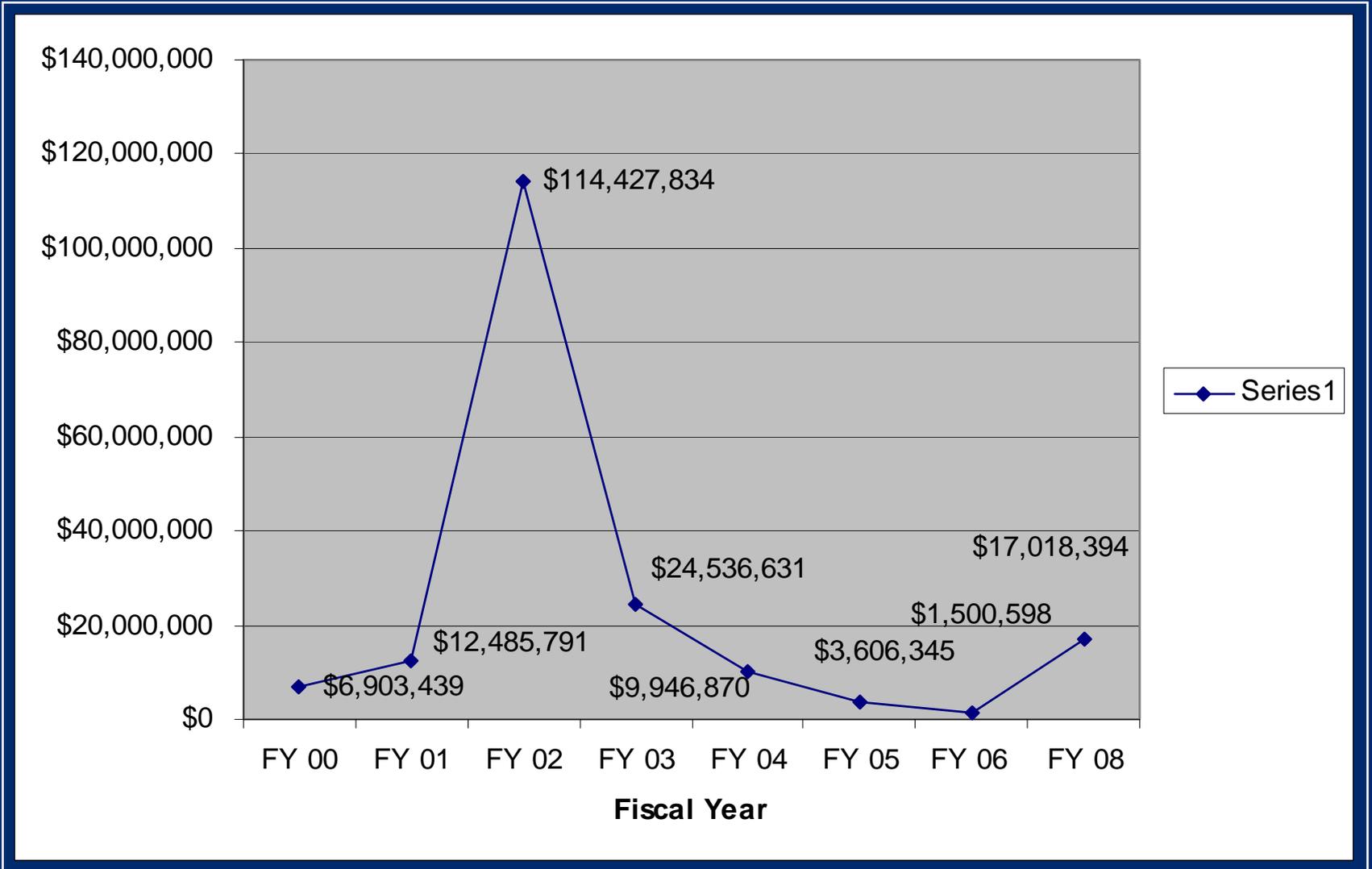
# The USAID/OFDA Mandate

- Mandate: Save Lives, Reduce Suffering, and *Reduce the Economic and Social Impacts of Disasters*
- Standing Disaster Declaration a means of responding  
*(28 DDs in 30 years!)*



**USAID**  
FROM THE AMERICAN PEOPLE

# USAID/OFDA Funding in Afghanistan by Fiscal Year

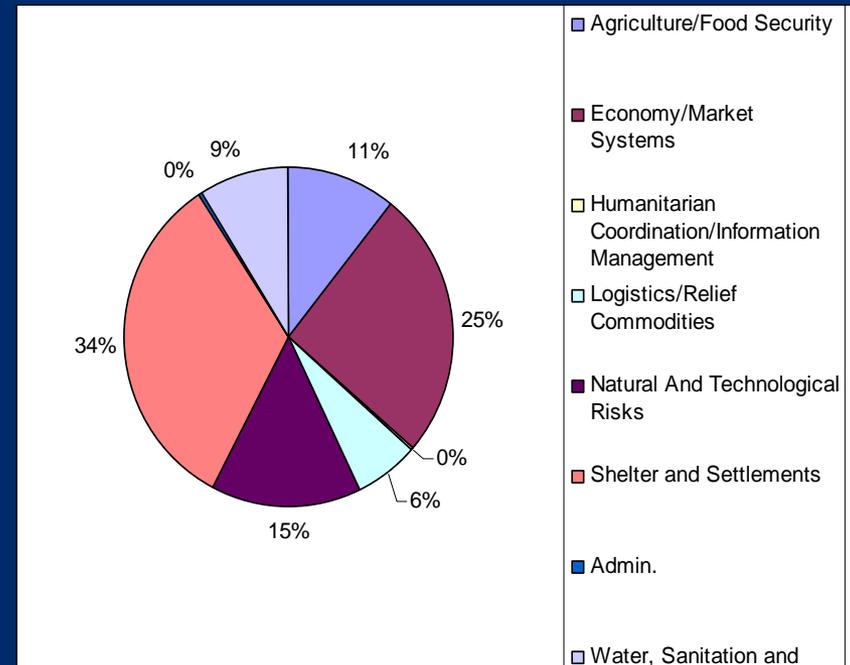




**USAID**  
FROM THE AMERICAN PEOPLE

## USAID/OFDA Afghanistan Response

- Since FY 2002, USAID/OFDA has provided more than **\$170 million** in humanitarian assistance to Afghanistan
- USAID/OFDA programs are benefiting **2.4 million internally displaced and other vulnerable persons** in 10 of Afghanistan's 34 provinces in FYs '08 and '09
- USAID/OFDA will provide nearly \$29 million in FYs '08 and '09 to support humanitarian activities in the sectors shown:



# Main Categories of OFDA Interventions (FY09 = \$29m)

## Emergency Response/Preparedness

- Relief activities including cash for work, asset replacement (livestock), distribution of winter/flooding kits, blankets and stoves
- Humanitarian coordination, information flow
- Pre-positioning of stocks to bolster local response capacity in hazard prone areas
- Potential: Additional air support, emergency response fund, strategically strengthening partners before summer “surge”

## Disaster Risk Reduction

- Seismic hazard awareness and training on seismic resistant construction in Kabul Municipality
- Community risk reduction in Badakshan and Baghlan (likely to expand)

## Integrated Shelter

- Shelter and Settlements project for up to 12,400 HH/75,500 individuals for displaced, returnees and vulnerable host community in Kabul Municipality, complemented by an urban recovery management capacity building program.

# Urban Recovery Management CBP

- Two-year program with Kabul Municipality, providing on-site TA and mentoring/training
- Integrating humanitarian concerns while helping manage recovery of city in crisis
- 3-4 advisors embedded with KM urban development staff
- Challenging!!

Shakar Dara

Surobi

Paghman

Kabul

Shah Ar

Musayi

Khaki Jabbar

Location Diagram

Note:  
The boundaries and names on the maps do not imply official endorsement or acceptance by the United Nations.  
For further information please contact AIMS:

Email: [info@aims.org.af](mailto:info@aims.org.af)

URL: [www.aims.org.af](http://www.aims.org.af)

Print Date: Oct. 2007

## LEGEND

-  Kabul Municipality District - 2005
-  District Boundary
-  Province Boundary
-  Urban Land 2000
-  Urban Land 2004
-  Urban Land 2006

Years	Area(SQM)	Area(SQKM)
2000	168763549.15	168.76
2004	91112773.38	91.11
2006	40168182.89	40.19

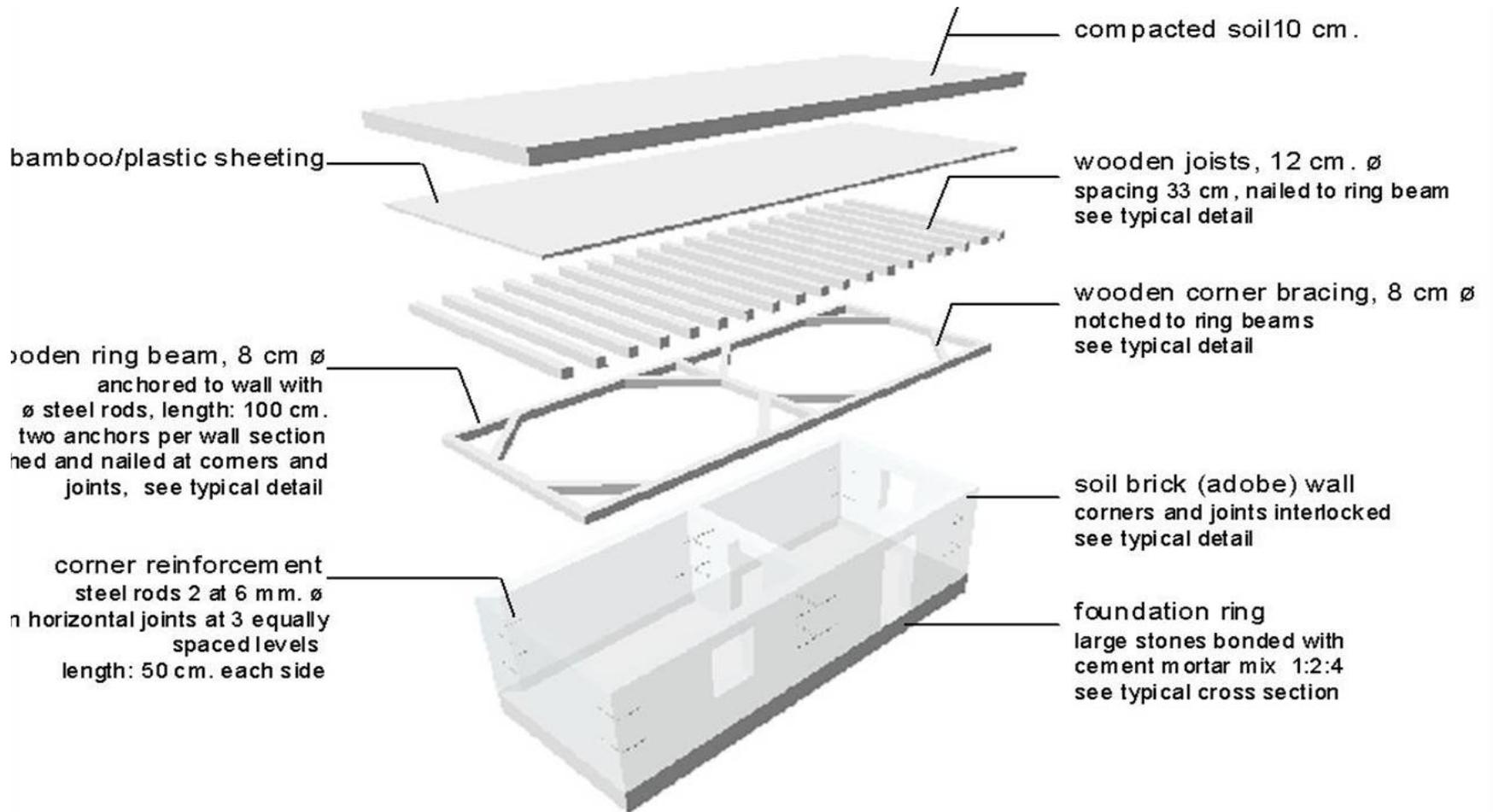


A photograph of a man in a tan jacket and turban working on a window in a stone building. The window has a wooden frame and is set into a wall made of rough-hewn stone blocks. In the background, there are snow-capped mountains under a clear sky. A green text box is overlaid on the right side of the image.

**SHELTER  
RESPONSE:  
Repair,  
Using Local  
Labor and  
Local  
Materials**



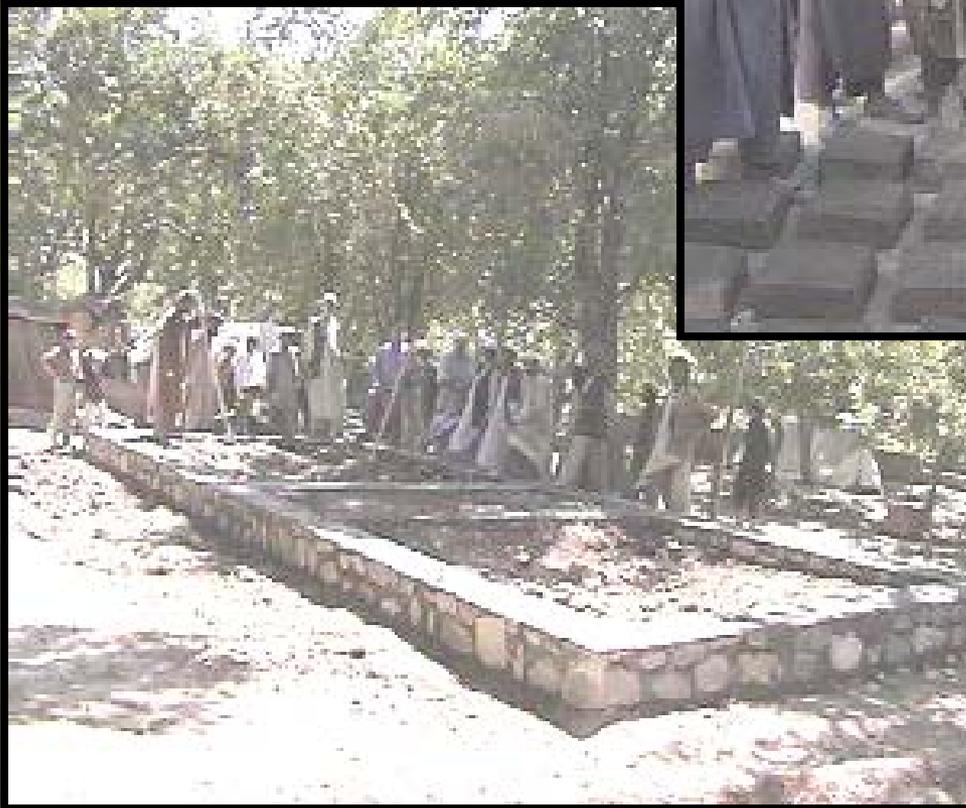
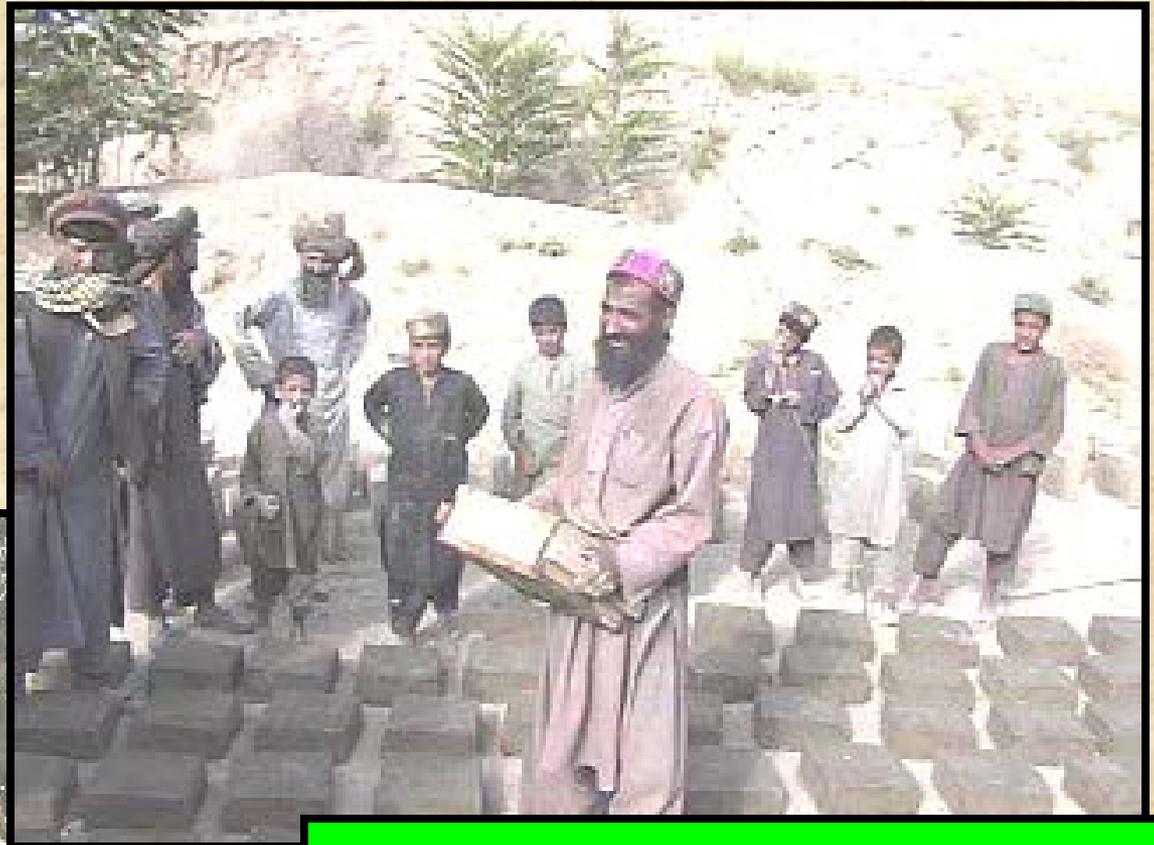
**RESPONSE: Transitional Shelter**



# DRR by Design

*(at 18% per sq. m. Less than Conventional)*

# DRR in Action



**Stone Foundation!!  
Training in Block  
Making and  
Construction**

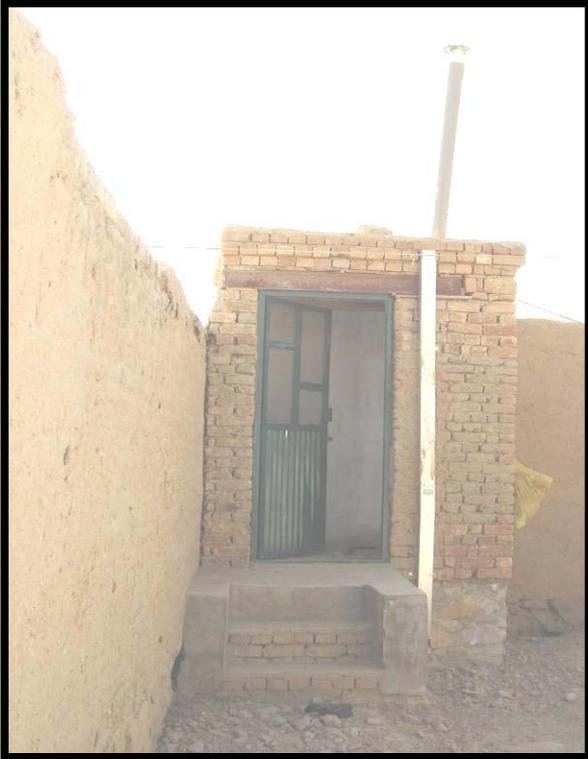
# **BRICKS -- and More BRICKS -- as Shelter-Livelihood Link**



# Significant Livelihood Generation



# Settlements Components



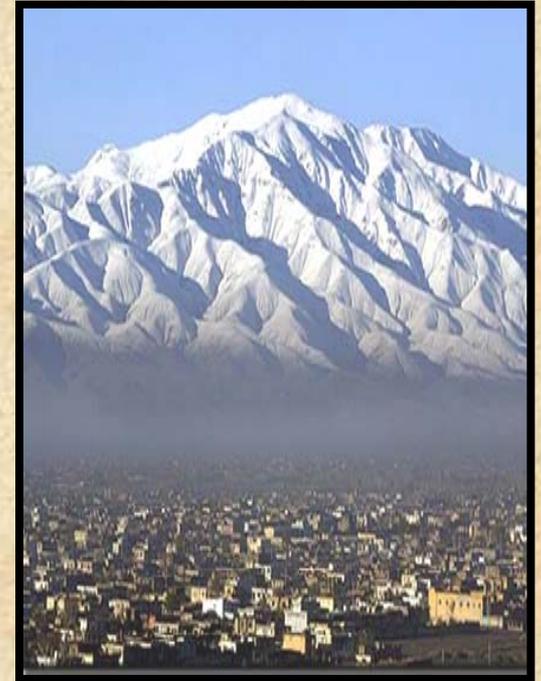
# "Before" and "After", Side by Side



- *S and S*
- Livelihoods
- DRR

# Why Is This Important?

- Afghanistan is one of world's most seismically active regions
- Asia's fastest growing cities during the 90s
- One of the world's most rapidly urbanizing countries at present
- Kabul is perhaps the world's fastest growing city; regional cities are also growing fast
- Urban pop. will at least triple in size by 2020; recent events will likely accelerate rate, and
- Current needs adding to backlog of needs



# Some Basic Realities...

- Again, urban areas accounted for approx. 40% of national population growth since 9/11
- Urban areas have accounted for a sizable, though unknown, share of national GDP since 9/11
- Yet only last August was "Urban" recognized formally as a USG concern in Afghanistan
- Urban areas could experience considerable growth as part of coming "surge", and
- GIROA and international capacity to manage urban change exceedingly limited.



Total populated area of Goma: 35km<sup>2</sup>  
Area affected by lava flows: 4.5km<sup>2</sup>  
Percentage of Goma affected by lava: 13%

# Opps for Engagement...

- USAID a part of civilian “surge” in Afghanistan
- Urban Development identified as needed skill set, and new Mission Director has urban background
- Mission is funding multi-million dollar “municipal governance” (DG) capacity building effort in numerous settlements throughout the country. Can only get bigger, and
- Mission also funding urban-based “cash for work” projects that include service provision (e.g., drainage ditches). A \$25 million CFW project was just initiated in Kabul; other cities to follow. UD expertise would be a useful input to program.



# Some Common Objectives...

In and out of Afghanistan, for both the "HA" & "DA" communities, key objectives could be:

1. Jointly identifying "Harm's Way" in at-risk, disaster- and crisis-prone settlements
2. Creating mechanisms and incentives to reduce or prevent occupancy of "Harm's Way"
3. Reducing risk for those unable to move out of "Harm's Way"
4. Responding to those affected by disasters and crises in "Harm's Way" in a creative, appropriate, and cost-effective manner that reduces risk over time, and
5. Incorporating this focus into larger urban sector strategies.



# In Summary, We...

- Examined the OFDA view of Settlements
- Discussed Conditions in Afghanistan
- Discussed Current OFDA Activities
- Identified and Discussed Basic Realities, Opportunities for Engagement, and some Common Objectives, and
- Noted numerous natural and human-caused hazards that can have significant social, economic and political impacts. These impacts can be reduced through a DRR-based and urban-"cognizant" development strategy.





**Thanks for  
Coming!**

**Questions?  
Comments?**

