

博士論文

Doctorate Thesis

**A Study on the Establishment of Institutional Framework for Urban
Planning in Afghanistan**
Focusing on Master Plan Making Process through Collaborative Planning
Approach

(アフガニスタンにおける都市計画の制度的枠組みの構築に関する研究：
協働計画アプローチによるマスタープラン作成プロセスに焦点を当てる)

ハビブ アフマド ジャビド

This page is intentionally left blank

**A Study on the Establishment of Institutional Framework for Urban
Planning in Afghanistan**
Focusing on Master Plan Making Process through Collaborative Planning
Approach

アフガニスタンにおける都市計画の制度的枠組みの構築に関する研究：
協働計画アプローチによるマスタープラン作成プロセスに焦点を当てる

Habib Ahmad Javid
ハビブ アフマド ジャビド

A dissertation submitted to the Department of Urban Engineering in
partial satisfaction of the requirements for the degree of

Doctor of Philosophy
Department of Urban Engineering
The University of Tokyo

Committee in charge:
Dr. Tetsuo KIDOKORO, Professor
Dr. Fumihiko SETA, Associate Professor

DEPARTMENT OF URBAN ENGINEERING
UNIVERSITY OF TOKYO

January, 2021

This page is intentionally left blank

Acknowledgement

The author would like to sincerely thank all those who helped and supported this work.

This page is intentionally left blank

A Study on the Establishment of Institutional Framework for Urban Planning in Afghanistan

Focusing on Master Plan Making Process through Collaborative Planning Approach

Habib Ahmad Javid

Summary

This research is focused on understanding and reviewing Afghanistan's urban planning institutional change in some certain historical periods, particular dilemmas within the current urban planning system and its gradual shift from authoritarian urban planning approaches practiced within a centralized government starting from 1960s to 1980s, to a different form of planning being practiced by the current government. The urban planning practices of Afghanistan during 60s to 80s are based on top-down technocratic approaches, where the urban planning institutions of the central government had the authority to plan and implement projects based on their own norms and standards. At some points the planning norms and standards set by the central government at that time did not reflect the true picture of Afghan society. The urban planning institutions at that time included the departments of urban planning and building construction under Ministry of Public Works, the general directorate of urban planning and housing, Kabul Municipality, SHTAPA and PAMA, which are explained in detail within the research. The mentioned institutions have prepared master plans for many cities in Afghanistan during 60s and 80s, which were technically and financially supported by various foreign countries. In planning and implementation of master plans and other mega scale construction projects, the major role was played by the central government. Kabul City master plan that was designed during 60s can be a good example, which can represent the authoritarian top-down preparation

and implementation of urban planning system.

In addition, this research has analyzed the ease and tension caused by the three recent phenomena that have emerged after the establishment of a new democratic government in Afghanistan since 2001, such as private sector-led urban development involvement, international funding community's and INGOs' role in planning and the delegation of certain roles and authorities given to provincial, district, and village levels based on the new constitution of Afghanistan, which were entirely dependent parts of central government in the past. It also highlights the important and varied role that has been played by the new actors such as international aid community, INGOs, private sector and newly established governmental institutions. For instance, after 2001, the urban planning practices in Afghanistan changed, due to the replacement of the previous regime and transformation in social and political institutions of the country. The newly US-backed government has established many new social and political institutions at both national and sub-national levels of the government. The establishment of new institutions with different layers of authority, roles and responsibilities applies to all formal and informal governmental institutions including urban planning related institutions. Shortly following the establishment of US-backed government in Afghanistan, some new actors and stakeholders were allowed to be involved in urban planning environment of Afghanistan. The establishment of new institutions led to an environment of confusion both for the government officials and the citizens. For example, there was not clear division of authorities and responsibilities among the new and existing institutions, which resulted in duplication of activities and waste of financial and human resources. In order to deal with such challenges and issues, the government of Afghanistan developed a national development strategy in 2008. In terms of urban development, Afghanistan National Development Strategy (ANDS) has devolved some authority and functions to provincial

cities and municipalities. ANDS for urban development affairs particularly focuses on decentralization of power, citizen participation in planning and involvement of private sector in urban planning. The development of ANDS in 2008 could not help the current confusions in urban planning of Afghanistan, which is discussed in the conclusion of the research. Additionally, the research aims to analyze the collaboration of urban planning institutions, private sector, international funding community, INGOs and civil society's participation and representation within the current urban governance of Afghanistan and to identify the roles, responsibilities and functions of urban planning institutions in different levels of urban governance. The analysis of the current urban planning system is carried out by utilizing a proposed hypothetical institutional framework for collaborative urban planning in Afghanistan, which is prepared based on the literature reviews on principles of collaborative and participatory urban planning theories, consensus building and involved actors in urban planning system of Afghanistan. The proposed hypothetical framework is composed of three groups of stakeholders that are the national government of Afghanistan, the sub-national government and the civil society, and each group of stakeholders includes a number of governmental institutions, independent organizations and stakeholders. The three groups of stakeholders in the hypothetical institutional framework share some key planning activities among each other. For example, the group of national government and sub-national government are jointly working on planning policies, laws, strategies and they are sharing professional knowledge with each other, the group of sub-national government with group of civil society are focusing on consensus building and sharing the perception of real situation and again the group of national government works with civil society on conflict resolution issues in planning, which may rise between civil society and sub-national groups while making and implementing planning strategies. The three groups of stakeholders that are involved in the framework and their role and responsibilities are

explained in detail under separate chapter of this research. The proposed hypothetical institutional framework insists on how the continued support of international aid community in urban planning sector can be utilized in a coordinated manner through meaningful collaboration of potentially affected and interested stakeholder, in order to make the transfer and implementation of international and local urban planning system more practical in cities across the country. The proposed framework is used for evaluation of collaboration among involved actors in four case studies. For the evaluation of collaboration among actors, an evaluation criteria framework for collaboration in urban planning is developed based on literature reviews. The elements of evaluations criteria framework includes inclusive involvement of stakeholders, public participation/consensus building, sharing facts and knowledge exchange, information adequacy/sharing, establishing common problem definition and reaching agreement through Consensus. The four case studies are some master plans, which are internationally and domestically prepared through using various imported urban planning approaches from foreign countries. The four master plan projects include new master plan for existing Kabul City, master plan for Kabul New City, Bamyan City Strategic Municipal Action Plan and Kandahar City master plan. Each chosen case study has unique features and characteristics of its own and is carried out through different urban planning processes, and the involved institutions and stakeholders in making each of the master plans differ from one case to the other. The first case study which is the new master plan for existing Kabul City, for example, has been prepared twice by different international and domestic urban planning institutions that have used two different urban planning systems. The major decision-making involved domestic and international urban planning institutions that have prepared the first new master plan for existing Kabul City were Ministry of Urban Planning Affairs (MUDL), the World Bank and an Indian urban planning consultancy. The Indian planning consultancy prepared the

master for existing Kabul City through introducing an urban planning and implementation system, which was totally new to the domestic urban planning institutions. The proposed master plan by the Indian planning consultancy was not approved by the government of Afghanistan, and that is why a second master plan was prepared for the existing city. The key decision-making institutions in preparing the second master plan for existing Kabul City included Kabul Municipality, JICA and a team of Japanese urban planning consultancies. Both new master plans for existing Kabul city are evaluated and explained in detail under separate chapter. In the second case study, a master plan of Kabul New City in north of existing Kabul City is evaluated, which is also prepared two times by two different international planning consultancies. The first master plan for Kabul New City has been prepared by a team of French urban planning consultancies based on JICA preliminary studies. Since the government of Afghanistan did not approve the master plan for Kabul New City that was prepared by the French urban planning consultancy, JICA planning team prepared the greater metropolitan area masterplan in consultation with MUDL, KM and DCDA, which covered existing Kabul city and Kabul New City area. Later on, the greater metropolitan area masterplan was separated into Kabul City masterplan and Kabul New City master plan, and the new city masterplan is known as the second master plan of Kabul New City. The evaluation of the third case study focuses on the urban planning approach, which is introduced by UNHABITAT. The introduced urban planning approach of UNHABITAT is called Strategic Municipal Action Planning (SMAP), which was incorporated and approved by the government of Afghanistan and was incorporated in ANDS. Currently MUDL in cooperation with UN-HABITAT and other involved actors utilize SMAP for preparing 10-year comprehensive master plans for some cities. Lastly, the fourth case study evaluates Kandahar City master plan, which has been prepared by MUDL. For preparing Kandahar City master plan, MUDL has used the Soviet inherited urban planning

method, which is based on the top-down technocratic procedures. Detailed evaluation of the four master plans is provided under a separate chapter that includes explanation about role and responsibilities of involved actors, different urban planning procedures used by various planning institutions and problems and challenges during the preparation process. At the end the research discusses some key issues and challenges that were found as a result of evaluating the four case studies. For instance, the key issues are listed as limited number of local experts in urban planning institutions, weak inter-institutional coordination among stakeholders, limited updated and reliable required data for preparing master plans, limited knowledge of international planning firms about Afghanistan's social and cultural values, ambiguity in national urban planning strategy, policies and programs, and political and economic instability, which undermine the collaboration and cooperation among institutions and are obstacles in the way of transferring international urban planning systems. Each issue is separately discussed in detail in the final chapter, which is followed by some recommendation on proposing necessary changes within the institutional framework of urban planning in order to foster grassroots based inter-institutional collaboration among various tiers of government and enhance participation of civil society.

Keywords: collaborative urban planning, participation, consensus building, institutional framework

Table of Contents

Acknowledgement.....	I
Summary	III
Table of Contents	IX
List of Figures	XIV
List of Tables	XV
List of Abbreviations	XVI
Chapter 1.....	1
Introduction	1
1.1 Research Background.....	1
1.2 Research Questions.....	7
1.3 Research Objective	7
1.4 Research Scope.....	9
1.5 Research Interests.....	13
1.6 Research Method	14
1.7 Research Methodology	15
1.8 Research limitations	20
1.9 Research Composition	21
1.10 Research Process	23
23	
Chapter 2.....	25
Literature Review	25
2.1 Collaborative Planning.....	25
2.2 What is Collaborative Planning?.....	27
2.3 Effectiveness of Collaborative Planning	30
2.4 Participatory Urban Planning	32
2.5 Consensus Building.....	39
2.6 Collaborative Urban Planning in Developing Countries	41
2.7 Collaborative Preparation of Master Plans.....	46
2.8 Research Significance	46
Chapter 3.....	49
Research Analytical Framework.....	49

3.1 Developing Analytical Framework.....	49
3.1.1 Socialistic and current institutional framework of urban planning;	50
3.1.2 Components of International Guidelines on Urban and Territorial Planning;.....	55
3.1.3 1.3. Framework for Collaborative Planning	57
3.2 National Government	59
3.2.1 Ministry of Urban Development and Land (MUDL)	61
3.2.2 Other ministries and independent institutions.....	61
3.2.3 International funding community	62
3.3 Sub-National government	63
3.3.1 Provincial and District Municipalities	64
3.3.2 Provincial Councils (PCs)	65
3.3.3 Urban Planning Council of Sub-National Government	65
3.3.4 Departments of Line Ministries and other Independent Institutions	66
3.3.5 International Non-Governmental Organizations (INGOs).....	67
3.4 Civil Society	68
3.4.1 Jirgas (Tribal Councils).....	69
3.4.2 Community Development Councils (CDCs).....	71
3.4.3 International and Domestic Private Sector	72
3.4.4 Local Non-Governmental Organizations (NGOs)	73
3.5 Evaluation Criteria for Collaborative Planning	74
Chapter 4.....	77
Historical Review.....	77
4.1 Historical urban planning institutional changes.....	77
4.2 Urban planning in Afghanistan during 1960s to 1990s	83
4.3 Evaluation of urban planning institutions in Afghanistan during 1960s to 1990s.....	87
Chapter 5.....	97
Current Urban Planning in Afghanistan.....	97
5.1 Urban planning in Afghanistan after 2001	97
5.1.1 Private sector-led urban development	98
5.1.2 International funding agencies' and INGOs' role in planning	99

5.1.3	Delegation of certain planning roles to new institutions	101
5.2	Urban planning institutions' issues	104
5.3	Evaluation of urban planning institutions in Afghanistan during 1990s to 2010s.....	107
5.4	Evolution of Urban Planning Institutions in Afghanistan	118
Chapter 6.....		127
Analysis of Cases		127
6.1	Introduction of Case Studies.....	127
6.2	Reasons for Choosing Master Plans as Case Study	127
6.3	Characteristics and Significance of Case Studies	129
6.4	Introduction of New Master Plan for Existing Kabul City	131
6.4.1	New Master Plan for Existing Kabul City under MUDL.....	135
6.4.2	New Master Plan for Existing Kabul City under KM.....	140
6.5	Analysis of New Master Plan for Existing Kabul City	149
6.5.1	Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)	150
6.5.2	Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)	158
6.5.3	Coordination and Conflict resolution (National Government with Civil Society)163	
6.6	Collaboration of involved stakeholders	166
6.7	Introduction of Master Plan for Kabul New City (Dehsabz New City).....	172
6.7.1	Master Plan for Kabul New City by French Company	173
6.7.2	Master Plan for Kabul New City by Japanese Company	177
6.8	Analysis of Kabul New City (Dehsabz) Master Plan	180
6.8.1	Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)	180
6.8.2	Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)	186
6.8.3	Coordination and Conflict resolution (National Government with Civil Society)190	
6.9	Collaboration of Involved Stakeholders	194

6.10	Introduction of Strategic Municipal Action Plan.....	199
6.11	Bamyan City SMAP.....	201
6.12	Analysis of Bamyan City SMAP.....	205
6.12.1	Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)	206
6.12.2	Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)	207
6.12.3	Coordination and Conflict resolution (National Government with Civil Society)	214
6.13	Collaboration of involved stakeholders	219
6.14	Introduction of Kandahar City Master Plan.....	223
6.15	Analysis of Kandahar City Master Plan.....	226
6.15.1	Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)	226
6.15.2	Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)	230
6.15.3	Coordination and Conflict resolution (National Government with Civil Society)	236
6.16	Collaboration of involved stakeholders	239
Chapter 7	249
Discussion	249
7.1	Discussion	249
7.1.1	Authority, role and responsibilities of urban planning institutions	258
7.1.2	Foreign urban planning systems introduced to Afghanistan.....	259
7.1.3	Obstacles in the way of transferring foreign urban planning systems ...	263
7.1.3.1	Limited Number of Local Experts in Urban Planning Institutions.....	264
7.1.3.2	Weak Inter-Institutional Coordination among Stakeholders	265
7.1.3.3	Limited Updated and Reliable Required Data for Preparing Master Plans	266
7.1.3.4	Limited Knowledge of International Planning Firms about	

Afghanistan's Social and Cultural Values	267
7.1.3.5 Ambiguity in National Urban Planning Strategy, Policies and Programs 268	
7.1.3.6 Political and Economic Instability	269
Chapter 8.....	271
Conclusion.....	271
8.1 Conclusions and Policy Recommendations	271
8.1.1 Implications for the Development of Institutional Framework of Urban Planning.....	274
8.1.2 Process of Master Plans Preparation	276
8.1.3 Urban Planning Education	278
8.1.4 Urban Planning Technical Support by International Donors	279
Appendix A.....	281
Appendix B.....	287
Appendix C.....	288
Appendix D.....	289
Appendix E.....	297

List of Figures

Figure 1. Research Methodology	15
Figure 2. Eight Levels on a Ladder of Citizen Participation.....	34
Figure 3: Socialistic Urban Planning Institutional Framework from 1960s to 1990s.....	51
Figure 4: Current Urban Planning Institutional Framework.....	54
Figure 5: Framework of International Guidelines on Urban and Territorial Planning.....	56
Figure 6: Framework for Collaborative Urban Planning	58
Figure 7: Structure of Afghanistan's National Government.....	60
Figure 8 Evaluation Framework for Collaborative Planning.....	76
Figure 9 Historical Map of Foreign Presence.....	80
Figure 10: Third Master Plan of Kabul City.....	87
Figure 11: Historical Development of Urban Planning Institutions.....	88
Figure 12: Historical Development of Urban Planning Institutions from 1996 to 2016.....	109
Figure 13. Establishment Stages of DCDA.....	113
Figure 14. Existing Kabul City District Map	132
Figure 15. Kabul City Formal and Informal Housing.....	134
Figure 16. Proposed hierarchy of planning units.....	137
Figure 17. Self-contained Planning Zones	138
Figure 18. Proposed General Land Use Plan for Kabul City, 2023.....	139
Figure 19. Proposed Zonal Development Land Use Plan	140
Figure 20. Workflow of Land Use Planning	143
Figure 21. Urban Growth Boundary of Kabul City	144
Figure 22. Land Use Plan of Kabul City 2025.....	148
Figure 23. Collaboration of Involved Stakeholders in Master Plan for Kabul City.....	166
Figure 24. Location of Dehsabz New City.....	173
Figure 25. New City Area Allocation.....	175
Figure 26. Land Use and Functional Block Plan.....	176
Figure 27. Land Use Plan of Kabul New City	179
Figure 28. Position of District Structure Plan	180
Figure 29. Collaboration of Involved Stakeholders in Master Plan for New Kabul City.....	194
Figure 30. Land Use Plan of Bamyan City.....	202
Figure 31. Preparation Process of Bamyan City SAP.....	203
Figure 32. Collaboration of Involved Stakeholders in Bamyan City SMAP.....	219
Figure 33. Urban Planning Method of Afghanistan	223
Figure 34. Kandahar City Land Use Plan	225
Figure 35. Collaboration of Involved Stakeholders in Master Plan for Kandahar City.....	239
Figure 36. Evaluation Criterion Framework for Collaborative Planning.....	250
Figure 37. Current Situation of Collaborative Planning in Afghanistan.....	256

List of Tables

Table 1: Steps of doing discourse analysis	18
Table 2. Typology of Participation.....	38
Table 3. Afghanistan’s sub-national government.....	64
Table 4. Suggested criteria for evaluating collaboration.....	75
Table 5. Sample responsibilities of municipalities	81
Table 6. Sample responsibilities of the Ministry of Urban Development Affairs.....	82
Table 7. Kabul City Master Plans	85
Table 8. Role and Characteristics of Land Use Plan by Type of Plan.....	146
Table 9. Evaluation Summary of Exiting Kabul City Master Plan.....	171
Table 10. Block Categories and Uses.....	177
Table 11. Projected Population of Kabul New City by 2025.....	178
Table 12. Evaluation Summary of Kabul New City Master Plan.....	198
Table 13. Land Use Allocation for Bamyan City.....	202
Table 14. Evaluation Summery of Bamyan Strategic Municipal Action Plan.....	222
Table 15. Kandahar City Master Plan Land Use Distribution.....	225
Table 16. Evaluation Summary of Kandahar City Master Plan.....	243
Table 17. Comparison for Evaluation of Four Case Studies.....	244
Table 18. Summary of Findings from Four Case Studies.....	245

List of Abbreviations

ANDS	Afghanistan National Development Strategy
CDCs	Community Development Councils
DCDA	Dehsabz-Barekab City Development Authority
DFID	Department of International Development
GDMA	General Directorate of Municipal Affairs
ICT	International Consultant and Technocrats
IDLG	Independent Directorate of Local Governance
INGOs	International Non-Governmental Organizations
JICA	Japan International Cooperation Agency
KM	Kabul Municipality
MUDL	Ministry of Urban Development and Land
NGOs	Non-Government Organizations
NSP	National Solidarity Program
PCs	Provincial Councils
SMAP	Strategic Municipal Action Plan
SWOT	Strengths, Weaknesses, Opportunities and Threats
UCA	Urbanization Control Area
UPA	Urbanization Promotion Area
UN-HABITAT	United Nations Human Settlements Program
WB	World Bank

Chapter 1

Introduction

1.1 Research Background

This work attempts to overview the urban planning institutional changes in certain historical periods in Afghanistan particularly from 1960s to the present. During the periods between 1960s and 2000s Afghanistan has gone through a series of drastic and dramatic political regime changes, where most of the time the changes were negative in nature. And obviously every political regime change was followed by grave institutional transformation in the whole governance structure, which applies to urban planning institutions as well. Specifically, this work is focusing on urban planning institutional changes and their effects on the process of practicing urban planning. The causes for all the political changes are always directly connected to the interests of superpowers and sometimes the neighboring countries at each historical period, which can be one of the only reasons that urban planning practices in Afghanistan are excessively influenced by the presence of foreign countries, it also can be one of the reasons that Afghanistan was never able to have its own way of practicing urban planning. For example, during 60s and 80s many foreign countries were involved in urban planning activities in Afghanistan, particularly Soviet Union, United States and some European countries. Many major urban planning projects across the country evidently reflect the particular qualities of each country's method of planning. During 60s, the central government of Afghanistan has enacted specific top-down imported planning measures, based on which urban planning activities such as urban area planning, design, scale and style of architecture of building were regulated. After the establishment of a Soviet Union backed government in Afghanistan, the government

decided to transfer Soviet urban planning system in the country. In the beginning of the newly established government, detailed mega scale projects and master plans for cities across the country were prepared in the Soviet Union. In addition, the Soviet Union provided opportunities for many kinds of capacity development supports through offering external consultation, urban planning and design training programs, and provision of scholarship programs for engineers and planners in the Soviet Union. In early 60s, expert teams of Russian urban planner were being dispatched to Afghanistan from time to time in order to monitor their designs and give direct consultation to Afghan architects and engineers. There were three major groups that were involved in the transferring process of Russian urban planning practices, which included urban planning institutions, aid organizations and individual urban planning experts. All of the mentioned groups were working together with planning institutions in modernizing Afghanistan's cities and through their technical and financial support they have contributed a lot to the infrastructure in many cities across the country. The urban planning practices of Afghanistan during 60s to 80s are based on top-down technocratic approaches, where the urban planning institutions of the central government had the authority to plan and implement projects based on their own norms and standards. At some points the planning norms and standards set by the central government at that time did not reflect the true picture of Afghan society. The urban planning institutions at that time included the departments of urban planning and building construction under Ministry of Public Works, the general directorate of urban planning and housing, Kabul Municipality, SHTAPA and PAMA, which are explained in detail within the research. The mentioned institutions have prepared master plans for many cities in Afghanistan during 60s and 80s, which were technically and financially supported by various foreign countries. In planning and

implementation of master plans and other mega scale construction projects, the major role was played by the Soviet Union. Kabul City master plan that was designed during 60s can be a good example, which can represent the authoritarian top-down preparation and implementation of urban planning system that was introduced by the Soviet backed government of Afghanistan.

As mentioned earlier that part of the focus of this study is on reviewing the urban planning institutional changes in order to understand the causes and effects of urban institutional changes and find out a practical and suitable transferring process of international urban planning systems, on the other hand, it also briefly explains the merits and demerits of the three recent phenomena that have emerged since 2001 in the arena of urban planning of Afghanistan. The phenomena are: private sector-led urban development, international funding community's and NGOs' role in planning and the delegation of certain planning roles given to different tiers of the government. Every one of the mentioned phenomena is unique in its nature and has affected the urban planning system of Afghanistan in one way or the other. The explanation of the mentioned three phenomena is focused on highlighting the important and varied role that has been played by the new actors such as international aid community, INGOs, private sector and newly established governmental institutions. For instance, after 2001, the urban planning practices in Afghanistan changed, due to the replacement of the previous regime and transformation in social and political institutions of the country. The newly US-backed government has established many new social and political institutions at both national and sub-national levels of the government. The establishment of new institutions with different layers of authority, roles and responsibilities applies to all formal and informal governmental institutions including urban planning related institutions. Shortly following the establishment of US-backed

government in Afghanistan, some new actors and stakeholders were allowed to be involved in urban planning environment of Afghanistan. The establishment of new institutions led to an environment of confusion both for the government officials and the citizens. For example, there was not clear division of authorities and responsibilities among the new and existing institutions, which resulted in duplication of activities and waste of financial and human resources. In order to deal with such challenges and issues, the government of Afghanistan developed a national development strategy in 2008. In terms of urban development, Afghanistan National Development Strategy (ANDS) has devolved some authority and functions to provincial cities and municipalities. ANDS for urban development affairs particularly focuses on decentralization of power, citizen participation in planning and involvement of private sector in urban planning. The development of ANDS in 2008 could not help the current confusions in urban planning of Afghanistan, which is discussed in the conclusion of the research.

After 2001, high population increase especially in big cities of Afghanistan has started when the security situation has gradually started to get better in most parts of the country. The urban population share in Afghanistan is 26.7 % of total population and grows at a rate of 3.96 % annual rate of change (CIA, 2015). The most urbanized and populated area of the country is Kabul city which is the capital of the country. There are also some other major cities in Afghanistan including Kandahar, Mazar-e Sharif, Herat, Jalalabad and Ghazni that have also a high density of population, which are also the fast-growing cities within the country. In addition, the mentioned major cities including Kabul city roughly host a quarter of the country's total population. The concentration of population in the major cities of Afghanistan is due to limited employment opportunities in outlying provinces also concentration of urban facilities

such as administrative offices, trade, education, industry, and communication in major cities' centers. The concentration of population in big cities has caused numerous other urban related problems and challenges for them to tackle with such as increase in informal development, insufficient urban facilities, poorly developed network of streets within informally developed areas, traffic congestion, air pollution and waste management issues. All of which put additional pressure on urban energy and mobility resources within big cities.

High level of housing shortages, limited access to urban land and high land prices are some of the other serious urban problems in big cities of Afghanistan, which are due to strict building standards and regulations of old master planning, as well as the existence of complicated administrative procedures. Consequently, the informal development continues to spread rapidly all over the country. Currently informal housing developments account for the larger part of residential area in Afghanistan's major cities' centers. The housing shortage problem is being increased by the influx of in-immigration of population from outlying provinces, return of internally displaced refugees, high rents, etc. In addition, the absence of an effective urban land development method in fast-growing cities of Afghanistan has provided opportunities for illegal land markets, which are managed by government officials, warlords, private land developers and landowners.

The urban planning processes require negotiation that involves the wide interests of local, regional, national and sometimes international (Newman & Thornley, 1996). But within the urban planning context of Afghanistan the negotiation of interests is very weak. In addition, Individual and independent planning efforts of each planning institution in Afghanistan not only cause delay in planning and implementation but also undermine systemic grassroots collaboration in urban planning. The country still

practices the top-down urban planning procedures, where master plans for provincial cities are still prepared, and approved by the central government that causes numerous planning problems. The absence of community participation in planning and city development is another weak point of Afghanistan's urban planning. Most of the governmental institutions involved in urban planning are lacking the community participation system in their planning and development activities. However, the cooperation of citizens with municipalities, urban planning institutions and their coordination with government and other actors is essential not only for urban community development but also for countrywide development strategies.

Besides, a part of the research is focused on analyzing the urban planning inter-institutional collaboration in the current planning system in order to find out the existing institutional disconnects in the planning system and finally based on research findings, some necessary changes in the existing institutional framework are proposed that can foster grassroots based inter-institutional collaboration and partnership among various tiers of government and stakeholders.

This research is structured in the following parts: the first part is discussing the historical urban planning institutional changes in some specific historical periods based on previous literature on Afghanistan's urban planning institutions and interviews with Afghanistan's urban planning officials; this is followed by the brief discussion on the urban planning practices since 2001 and the emergence of three unique phenomena in the urban planning arena of Afghanistan and their merits and demerits; this is then followed by the analysis of the urban planning inter-institutional collaboration of the existing system in Afghanistan and the presentation of research findings and results. And finally, the last part presents the concluding remarks.

1.2 Research Questions

- How the imported urban planning approaches have been adopted to local conditions?
- How are current practices of urban planning projects evaluated from the viewpoints of collaborative urban planning in Afghanistan?
 - Who are the involved groups?
 - What kind of collaboration is being done?
 - How and when citizens as a stakeholder are involved in the framework?
- How urban planning collaboration can be institutionalized within the current governmental setting of Afghanistan?
 - What hierarchical institutional changes are required to promote collaboration?
 - What kind of planning is appropriate for Afghanistan and which direction should it go?

1.3 Research Objective

This research aims to suggest the use of collaborative urban planning, participatory planning and consensus building theories for making a collaborative urban planning institutional framework for Afghanistan in order to not only enhance inter-institutional collaboration but also insure the inclusive participation of various stakeholders in the urban planning process of the country.

In the first place, it is very important to review the features and components of collaborative and participatory urban planning. And through detailed analysis find out what role can they play while adopting international planning practices in Afghanistan in relation to the urban planning institutions of the country. Meanwhile, it is important

to evaluate the current status of collaboration among Afghanistan's urban planning institutions and stakeholders' participation.

In order to evaluate the current status of collaboration among Afghanistan's urban planning institution and stakeholders' participation, this study selects four master plans as case studies. Every chosen case study has unique features and characteristics of its own and is carried out through different urban planning processes, and the involved institutions and stakeholders in making the master plans differ from one case to the other. This research intends to evaluate how the collaboration of institutions and participation of stakeholders work in every chosen case, focusing on its planning process. Also, to adopt an effective collaborative urban planning institutional framework in Afghanistan, understanding the background of collaborative planning systems in advanced countries is necessary.

In brief, the research purpose can be summarized as the following:

First, this research aims to review the historical development of urban planning institutions of Afghanistan to understand the urban institutional arrangements on national and sub-national levels in country with detailed study of the current planning system;

Second, this research aims to analyze the collaboration among urban planning institutions, private sector, international funding community, NGOs and civil society based on the existing institutional framework within the current urban planning arena of Afghanistan, in order to identify the roles, responsibilities and functions of urban planning institutions in different levels of urban governance and to address gaps in the current institutional framework of urban planning;

Lastly, this research aims to propose a collaborative urban planning institutional framework at national and sub-national levels to enhance collaborative urban

planning:

And the proposed institutional framework is based on the following features:

First, it focuses on developing capacities of local institutions in decision making, especially locally elected municipal governments, as well as national agencies tasked with supporting them; Second, it facilitates partnerships among various stakeholders and brokering knowledge and resources. Lastly, it strengthens civil society's participation and its empowerment;

1.4 Research Scope

This research is focused on reviewing the historical development of urban planning institutions, their authorities and responsibilities, various stakeholders' participation and some imported international urban planning processes in Afghanistan, in order to find out the key obstacles that undermine collaboration within the current urban planning institutional framework of the country.

The participation of various stakeholders in the urban planning process through a collaborative urban planning institutional framework requires understanding the network, authority and responsibility of exiting formal and informal institutions in Afghanistan. And to frame a collaborative urban planning institutional framework it is necessary to understand the principles of collaborative urban planning theory.

Therefore, the case studies which have been chosen for this research include both internationally and domestically urban planning master plan projects prepared for some cities in Afghanistan and each of the selected urban planning master plan projects have distinct properties where various institutions and stakeholders participated in preparing the master plan projects by utilizing different urban planning processes.

The main purposes of choosing internationally and domestically prepared master plan cases are to compare key points of urban planning processes used by involved institutions within the chosen cases and find out how foreign planning processes influence and affect the domestic planning practices in Afghanistan.

In the first place, the four selected master plans are briefly introduced in relation to the interaction of various stakeholders while preparing them. The reason these cases are selected is not only that there are various stakeholders involved in preparation process of the master plan but also every selected case represents a different way of urban planning in Afghanistan. After the brief introduction of the four cases, an in-depth evaluation of the master plans is made in order to analyze the collaboration of involved stakeholders in the preparation process of the master plans. The evaluation is carried out based on evaluation criterion which is structured according to the literature reviews on evaluation criteria for collaborative urban planning. The four selected cases for this study where the collaboration of involved stakeholder is evaluated are: Master plan for Kabul metropolitan area by JICA (2011), Kabul New City (Dehsabz) Master Plan (2011), Strategic Municipal Action Plan for Bamyan City (2010) and Kandahar City Master Plan (2011).

Kabul City Metropolitan Area Master plan is one of the examples that can explain the complex situation of collaboration among involved stakeholders in the planning process and the ambiguity of responsibilities among urban planning institutions in this particular case. In preparing process of Kabul City Metropolitan Area master plan three domestic urban planning institutions and two international funding agencies were involved. The three domestic urban planning institutions were the Ministry of Urban Planning Affairs (MUDL), Kabul Municipality (KM) and Dehsabz City Development Authority (DCDA). The two international funding agencies are Japan International

Cooperation Agency (JICA) and The World Bank. As the domestic urban planning institutions lack professional urban planning personnel, that is why both of the international funding agencies have hired some international planning consulting companies to complete the master plan for Kabul city metropolitan area. The international urban planning consulting companies chosen by JICA were: RECS International, Yachiyo Engineering, CTI Engineering International, Sanyu Consultants and T. & Associate Inc. and the one chosen by the World Bank was: Intercontinental Consultants and Technocrats (ICT) Pvt. Ltd. Delhi, India. The detailed evaluation of urban planning institutions' collaboration in preparing Kabul City metropolitan area master plan (2011) is presented in Chapter 6.

Kabul New City (Dehsabz) Master Plan (2009) is one of the unique examples that can clearly point out the issues related to the collaboration of domestic and international urban planning institutions. The government of Afghanistan established a new urban planning institution called Dehsabz - Barikab City Development Authority (DCDA) in 2007 in order to handle the planning process of Kabul New City (Dehsabz) Master Plan (2009). In preparing process of Kabul New City (Dehsabz) Master Plan (2009) there were also three domestic urban planning institutions and one international funding agency was involved. The three domestic urban planning institutions were MUDL, KM and DCDA and the international funding agency was JICA. Similarly, DCDA lacked urban planning experts and that is why in the early stages of preparing the master plan for Kabul new city, in May 2007 DCDA hired an international architecture and urban planning firm called Architecture-Studio stationed in France. Architecture-Studio worked on the conceptual design for the master plan of Kabul New City from May 2007 till mid 2008. Because of some design issues, the proposed conceptual master plan for Kabul New City by Architecture-Studio was not feasible

and that is why it was not approved by DCDA. In 2008 based on the request of DCDA and MUDL, JICA chose three urban planning consulting companies to prepare a detailed structure plan for Kabul New City. The three chosen consulting companies were: RECS International Inc., T. & Associates and Yachiyo Engineering Co., Ltd. that managed to complete Dehsabz South Area Structure Plan in July 2011. The detailed evaluation of urban planning institutions' collaboration in preparing Kabul New City master plan (2011) is presented in Chapter 6.

Strategic Municipal Action Plan (SMAP) for Bamyan City (2010) is one of the cases that represent a diversified collaboration of various urban planning institutions and stakeholders. While preparing the Strategic Municipal Action Plan for Bamyan City (2010) there were three domestic urban planning institutions, governor office, informal institutions and some international NGO and funding agencies were involved. The three domestic urban planning institutions were MUDL, Bamyan City Municipality and General Directorate of Municipal Affairs (GDMA). The key player in preparing the strategic municipal action plan is carried out by UN-HABITAT that proposed the approach to be adopted in Afghanistan. And the key international donors are Government of Japan and Department of International Development (DFID – UK). According to UN-HABITAT, the strategic municipal action plan for Bamyan City is based on urban strategic approach of UN-HABITAT, which is further developed by a team of urban planning experts from UN-HABITAT and MUDL in collaboration with other involved stakeholders from Bamyan city. The approach is further explained in the evaluation section in Chapter 6.

Kandahar City Master Plan (2011) is one of the cases that represent a domestic approach of preparing a master plan by Afghanistan's planning authority, where the main actor in predation process is the central government urban planning institution,

which is MUDL. During the initial stage of preparing Kandahar City Master Plan (2011), there were some other planning institutions such as Independent Directorate of Local Governance (IDLG) and Kandahar Municipality that were also involved. The detailed evaluation of this case is also explained under Chapter 6.

This research is conducted on domestically and internationally prepared master plan projects, in order to evaluate collaboration among involved urban planning institutions and stakeholders within the current institutional framework of urban planning in Afghanistan in the spectrum of collaborative urban theory. It will highlight a possible and practical transfer of international urban planning systems through a collaborative institutional framework for urban planning in Afghanistan.

1.5 Research Interests

National urban planning institutions' coordination with sub-national and civil society's institutions in providing urban planning support can result in improved collaborative urban planning system for Afghanistan.

- National government in coordination with sub-national government provides opportunities for creating an environment to develop policies and strategies and sharing professional knowledge.
- The joint urban planning efforts of sub-national and civil society's institutions lead to shared perception of the real situation.
- National government is focused on coordination and conflict resolution of issues that rises between civil society and sub-national government.

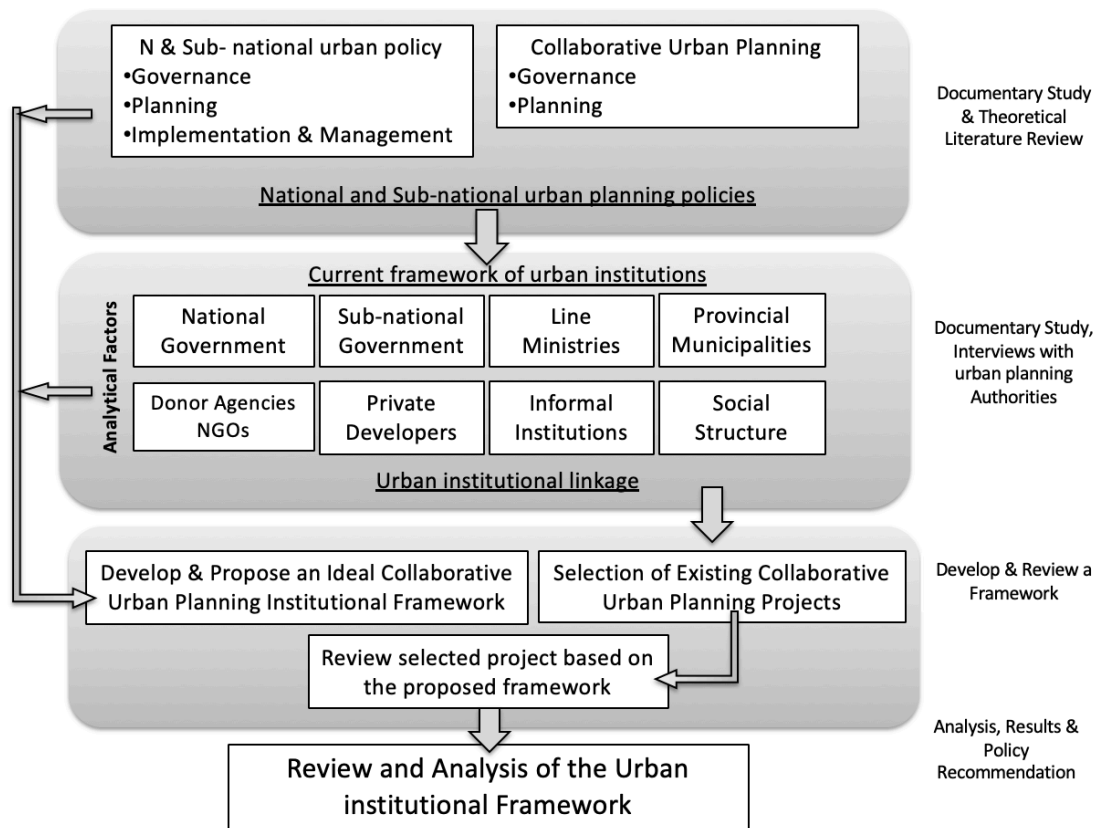
The existing social structures of Afghan society can play an important role in framing an institutional framework for collaborative urban planning.

1.6 Research Method

This research reviews the historical development of urban planning institutions, various urban planning institutions' and stakeholders' participation and evaluates the collaboration among them in the four chosen master plan cases, which are prepared by some imported international urban planning systems in Afghanistan. The method that is used for conducting this research is based on qualitative data analysis, where documentary study of urban planning in Afghanistan, literature review on collaborative and participatory planning theories, in-depth, semi-structured, face-to-face interviews with Afghanistan's urban planning officials and international NGOs were thematically used, which provide detailed information about involved actors, their roles and relationships while carrying out urban planning in Afghanistan.

The literature review on collaborative and participatory planning theories and the documentary study of urban planning institutions and involved stakeholders in Afghanistan are also used to form the hypothetical model of collaborative institutional framework for urban planning in Afghanistan. The hypothetical model basically has three main groups of stakeholders such as national government, sub-national government and civil society and each group of stakeholders includes some other institutions and stakeholders. The model is reviewed the four chosen master plan cases in order to evaluate urban planning institutional collaboration. For the evaluation purpose of the four chosen cases an evaluation criterion is structured. For structuring the evaluation criteria for collaborative urban planning, some specific literature review is done on how to form evaluation criteria for collaborative urban planning. Both The hypothetical model and the criteria for evaluating collaboration in planning are explained in detail under Chapter 3. **Figure 1** briefly illustrates research methodology.

Figure 1. Research Methodology



Source: Author

1.7 Research Methodology

The Analytical framework for this research is developed based on discourse analysis, which is inspired by the theory of Michel Foucault on discourse and power, in order to understand the dynamics of urban planning processes in Afghanistan. ‘Discourse’ is generally viewed as a linguistic concept, which means passage of connected writing and speech. But Michel Foucault views it from another angle, which gives a different meaning to ‘discourse’. To Foucault rules and practices that produced meaningful statements and regulated discourse in different historical periods are of special interest. By ‘discourse’, Foucault meant “*a group of statements which provide a language for talking about - a way of representing the knowledge about - a particular topic at a*

particular historical moment...Discourse is about the production of knowledge through language” (Seale, 2004). The reason why this research is inspired by the application of Foucault theory of discourse analysis is that there are four common and distinct features of conventional public policy research that require the examination of the contrasting approach of Foucault. The first distinct feature of public policy is that it is commonly the principled guide to the actions taken by the government. The way how governments intervene in people’s lives has been changing throughout the history. And in order to understand public policy, it is necessary to examine not only the actions of government but also those who are involved in decision making. Public policy monitoring and evaluation can provide policy makers the results about the impacts and effectiveness of policies (Gordon, Lewis, & Young, 1993). The second distinctive feature in terms of enforcement of morality criteria of public policy is its emphasis on legitimacy of government being used to impose certain views on people irrespective of their will (Welch & Don, n.d.). This research will evaluate questions related to urban planning and policy decisions in urban planning of Afghanistan. The third common feature of public policy is that it is a complex dynamic and continues process, which involves various components or actors (Kay, 2006)(Subroto, 2012). Because of the complex dynamic system of policy process, the results of policy actions could be contradictory or unpredictable (Hill & Hupe, 2006). Lastly, the actions taken by the governments, which are guided by public policies, are implemented within a complex institutional environment. The complex institutional and organizational environment structures a particular framework for policies based on which they can be defined and policy decisions can be made. And public policy analysts and researchers utilize institutional theories to comprehend such structures (Hill & Hupe, 2006).

There are some certain questions that are raised by the theory of Foucault on the

production of ‘discourse’ related to the practices of policies by government, why and how public policies are defined and redefined. The theory of power by Foucault clearly pictures that the social and political relations have diverse influence on policy. Foucault believed “*Basically in any society there are manifold relations of power which permeate, characterize and constitute the social body, and these relations of power cannot themselves be established, consolidated nor implemented without the production, accumulation, circulation and functioning of a discourse.*”(Foucault, 1977)

The analytical framework for this research is also inspired by the following strengths of Foucauldian discourse analyses for public policy. One of its first strengths is that it asks the ‘how’ questions, which analyze the ‘regimes of practices’ of the government (Dean, 2010). The ‘how’ questions are also focused on interaction and engagement of institutions and how the public policies are defined and implemented by actors, rather than who does what in which institution (Dreyfus & Rabinow, 1982). One of the other strengths of Foucauldian discourse analysis as Foucault pointed out is that it reveals various influences that define a policy problem (Foucault, 1981). Foucault explains that ‘discourses’ are embedded in almost every social practice of disciplines through customs and cultures, values and practices. And social processes play important roles in regulating not only individuals but also institutions and other social phenomena. Foucault points out that within discourse the social phenomena are considered to be true. And through social interactions policy discourses are continually defined and redefined and under the umbrella of social interactions there exists a diversity of disciplines, political opinions and activities of different scales, the media and opinions of citizens (Foucault, 1981). The other strength of Foucauldian theory of power lies in the detailed study of dialogue of policy making and its implementation for

understanding the issues related to practices of resistance and collaboration. Foucault believes that *“power is everywhere; not because it embraces everything, but because it comes from everywhere. [.....] power is not an institution, and not a structure: neither is it a certain strength we are endowed with; it is the name that one attributes to a complex strategically situation in a particular society.”* (Foucault, 1978)

According to Foucault the process of policy making is a rational one that is based on truth. The information utilized in making policies is generated through a discursive formation, so the rule and norms of the discourse are the reflection of truth. The entire process of utilizing the information and evidence that conform to the truth is called ‘the will to truth’ by Foucault (Foucault, 1981). Lastly, the strength of Foucault discourse analysis is that through the process of policy making, power relations during policy making are observed by researchers, so that they can point out gaps between policy rhetoric and practice (Dreyfus & Rabinow, 1982).

In order to put Foucauldian discourse analysis in to practice for this research, the 10-step discourse analysis framework of Hajer is utilized as shown in **Table 1**. Hajer believes that the following ten step framework of discourse analysis will always be a part of the process of analysis (Brink & Metze, 2006) (Hajer, M. 2006).

Table 1: Steps of doing discourse analysis

1. <i>Desk Research</i> – general survey of the documents and positions in a given field; newspaper analysis, analysis of news sections in relevant journals. This all to make a first chronology and come up with a first reading of events;
2. <i>‘Helicopter Interviews’</i> – interviews with three or four actors (‘helicopters’) that are chosen because they have the overview of the field be it from different positions. They might comprise a well-informed journalist, a key advisor to the government, an expert-policy maker;
3. <i>Document Analysis</i> – analyzing documents for structuring concepts, ideas and categorizations; employment of story lines, metaphors, etc. This should result in a

<p>first attempt at defining structuring discourses in the discussion. At this stage one would get a basic notion of the process of events as well as the sites of discursive production;</p>
<p>4. <i>Interviews with key players</i> – on the basis of the proceeding steps interviews can be conducted with central actors in the political process. The interviews can be used to generate more information on causal chains (‘which led to what’) that will always be the assumed core of the meeting on part of the interviewees, but the interviews might also be used to get a better understanding of the meaning of particular events for the interviewees. [...]</p>
<p>5. <i>Sites of argumentation</i> – searching for data not simply to reconstruct the arguments used but to account for the argumentative exchange. Examples might be parliamentary debates, minutes of inquiries (a very rich source), presentation and interpretation of evidence presented to a particular research commission, panel discussions at conferences;</p>
<p>6. <i>Analyze for positioning effects</i> – actors can get ‘caught up’ in an interplay. They might force others to take up a particular role, but once others are aware of what is going on, they might also try to refuse it (indicators: ‘No, that is not what I meant’, ‘That is not what it is about at all’). This positioning not only occurs on the level of persons but can of course also be found among institutions or even nation-states;</p>
<p>7. <i>Identify key incidents</i> – this would lead to the identification of key incidents that are essential to understand the discursive dynamics in the chosen case. As much as possible, these key incidents are then transcribed in more detail allowing for more insights in which determined their political effects;</p>
<p>8. <i>Analysis of practices in particular cases of argumentation</i> – rather than assuming coherence on part of particular actors, at this stage one goes back to the data to see if the meaning of what is being said can be related to the practices in which it was said.</p>
<p>9. <i>Interpretation</i> – on this basis one may find a discursive order that governed a particular domain in a particular time. Ideally, one should come up with an account of the discursive structures within a given discussion, as well as an interpretation of the practices, the sites of production that were of importance in explaining a particular course of events</p>

10. *Second visit to key actors* – discourses are inferred from reality by the analyst. Yet when respondents are confronted with the findings, they should at least recognize some of the hidden structures in language. Hence to revisit some key actors is a way of controlling if the analysis of the discursive space made sense.”

Source: (Brink & Metze, 2006) (Hajer, M. 2006)

1.8 Research limitations

There were a number of limitations to conducting this research. Since the scope of this research is focusing on the respondent who were involved and affected in urban planning field of Afghanistan and the data related to institutional framework and master planning process practiced by involved stakeholders in the country. so, it is limited to the following limitations:

First, the group of respondents who took part in answering questions related to master planning process of Afghanistan were from three tiers such as central government, local government and civil society. However, the sample size or the number of respondents who took part in the survey were limited to a small group of people from each tier. And, increasing the number of respondents in each tier would lead to more accurate research results. Second, lack and unavailability of various previous data on historical transformation of urban planning institutions, master planning processes of the country and official meeting minutes of decisions that produced the master plans. Basically, there were two reasons why most of the time researchers in Afghanistan cannot access the required data of the research. One of the reasons is, most governmental institutions think the data is confidential, and the other one is that the institutions do not share the data for some security concerns. The third limitation of this research, which is also considered the cause of the above two limitation is the insecurity in most of regions of Afghanistan. Because of insecurity it was not possible

to visit two of the case study areas, collect required data and have a chance to meet a large number of respondents both from local government and civil society tiers. However, the third limitation of this research was partly covered when I got the chance to do a two-month internship with the General Directorate of Municipal Affairs. During the two-month internship a limited number of respondents were interviewed. Further indebt research needs to be conducted on the collaborative involvement of stakeholders in the master planning process of Afghanistan, which will require survey of a wider group of respondents across the country and access accurate and reliable data.

1.9 Research Composition

This research provides the following eight chapters:

Chapter One gives a brief introduction about the research background, purpose, scope, the methods used while conducting the research, research questions, research interest and research purpose.

Chapter Two provides extensive literature review that is focused to articulate the theoretical contribution of collaborative urban planning, consensus building and participatory planning.

Chapter Three gives detailed explanation on the hypothetical model of collaborative institutional framework for urban planning in Afghanistan, which is structured based on the detailed literature review on collaborative and participatory planning theories and the documentary study of urban planning institutions and involved stakeholders in Afghanistan's urban arena. The chapter also provides detail explanation on the evaluation criteria which is designed to review the hypothetical model on the four chosen master plan cases for this study.

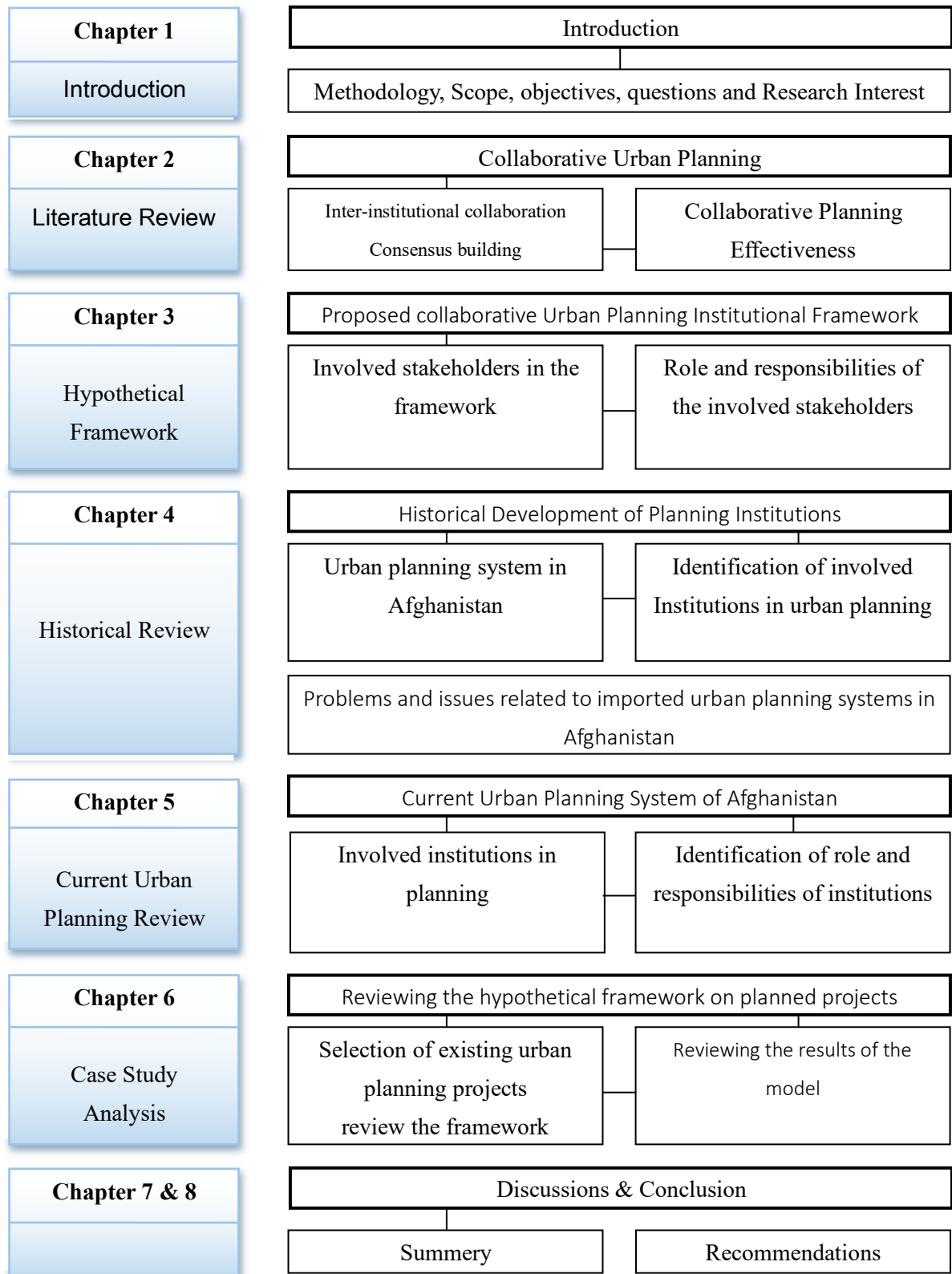
Chapter Four reviews the development of urban planning institutions in Afghanistan during 1960s to 1980s and urban planning system of Afghanistan during the mentioned interval. The chapter also touches upon the problems and issues related to imported urban planning systems in Afghanistan during the mentioned periods.

Chapter Five reviews the current urban planning system of Afghanistan, identifies the involved urban planning institutions and stakeholders and provides detailed explanation on the authorities and responsibilities of current urban planning institutions.

Chapter Six provides information on four master plan cases and gives in-depth explanation on the evaluation of the cases, which are reviewed and evaluated based on the hypothetical model and evaluation criteria for collaborative urban planning explained in Chapter Three.

Finally, Chapter Seven and eight aim to discuss and point out some key points of the analysis and propose recommendations on improving the current institutional framework of urban planning in Afghanistan based on collaborative urban planning theory in order to set a practical stage for making practical master plans and pave the way for the transfer of international urban planning systems.

1.10 Research Process



Chapter 2

Literature Review

2.1 Collaborative Planning

Healy in her paper (Collaborative Planning in Perspective, 2003) states that in mid-1980s, the initial idea for her book collaborative planning was formulated. And the project that was coined as collaborative planning was inspired by the following factors: first, she thought of planning as an interactive process. Second, she understood planning as an activity of governance that is happening in an institutional environment that is both dynamic and complex, which is made of various social, environmental and economic forces that does not clearly specify interactions. Third, she mainly focused on how to maintain and enhance the qualities of places and regions through planning and policy initiatives. Lastly, there was also moral commitment towards social justice that motivated her project. The social justice she refers to was not only the material outcomes of justice , but also focused on processes through which policies that were related to resource allocation and regulation were implemented (Healey, 2003).

Many commentators on (Collaborative Planning) believe that the person who influenced it was Habermas, but Patsy Healy (2003) writes that the foundation of her thoughts are mainly reflected based on the theory of Anthony Giddens (1984), while she was conducting a research on planning (Healey, 2003).

The term collaborative planning started to develop during 1990s, and since then it has become an important part of planning theory. Since then the term is being widely used not only in planning theory but also in collaborative forms of planning and decision making (Allmendinger & Tewdwr-Jones, 2002). Today, collaborative theory and practices are widely spreading and evolving the way they are being used by planning

practitioners, while improving the results of planning and policies (Innes & Booher, 2010).

Collaborative planning has a wide range of use and is becoming increasingly important in many aspects of planning theory, collaborative forms of planning and decision making, because it can generate network of power among involved actors. Network of power is the key aspect of collaborative planning, because in the current situation the planning objectives of many traditional powerful actors or stakeholders cannot be achieved alone (Booher & Innes, 2000).

Allmendinger and Tewdwr-Jones explain that the origin of collaborative planning hasn't been emerged in an isolated form, although it was coined during early 1990s. The term is interpreted as an element of research and development that is focused on democratic urban and regional planning, design, control and management under mechanisms that are not based on top down and oppressive procedures. Many other such terms for example communicative planning, communicative pragmatic approach, argumentative planning and communicative rationality have become part of planning vocabulary during 1990s, which have contributed extensively to the planning literature. Allmendinger and Tewdwr-Jones also noted that in UK planning literature the term collaborative planning is referring to communicative planning. Also they state that sometimes the mentioned terms are used interchangeably by authors and in some cases they are not well defined that cause misunderstanding (Allmendinger & Tewdwr-Jones, 2002). That is why first it is important to define what collaborative planning is.

2.2 What is Collaborative Planning?

The term collaborative planning has been defined by many planning scholars since it has been coined. Patsy Healy in her book (Collaborative Planning: Shaping Places and Fragmented Societies, 1997, 2006) defines collaborative planning as process of planning that various groups of affected stakeholders reach consensus on issues that concern their mutual interests and benefits (Healey, 2006).

In the preface of the mentioned book, Healey also writes that collaborative planning *“is about why urban regions are important to social, economic and environmental policy and how political communities may organize to improve the quality of their places”* (Healey, 1997, 2006 xiii). Both of the explanations about collaborative planning provided by Healey are comprehensive enough that can convey the core idea of collaborative planning. However, Allmendinger & Tewdwr-Jones criticize that the model of collaborative planning defined by Healy (1997) is broad and covers a number of related fields in the current discipline of planning, such as citizen participation, environmental issues, institutional design, governance, consensus, global economic, power relations and issues related to spatial planning.

The combination of the mentioned elements within the scope of collaborative planning, makes it a challenging task to integrate all the mentioned elements under the umbrella of collaborative planning (Allmendinger & Tewdwr-Jones, 2002). But Healy argues in (Part III of Collaborative Planning) that activities in the arena of planning do not only depend on some governance process, but also, they are dealt through some interactive relations. And collaborative planning aims to cover the forms of process within the dynamics of social, economic and environmental issues and translates them into institutionalized processes of governance.

The approach suggested by Healey in (Part III of Collaborative Planning) is to evaluate

forms of process in relation to material consequences of their potential and identity of people. And the range of process forms suggested by Healey expands beyond any authoritative type of planning processes, such as top down command and control procedures and bureaucratic governed behavior of governments (Healey, 2003).

Innes and Booher in their book (Planning in Complexity: An Introduction to Collaborative Rationality for Public Policy, 2010) define the rational process of collaborative plan as a process *“that all the affected interests jointly engage in face to face dialogue, bringing their various perspectives to the table to deliberate on the problems they face together. For the process to be collaboratively rational, all participants must also be fully informed and able to express their views and be listened to, whether they are powerful or not. Techniques must be used to mutually assure the legitimacy, comprehensibility, sincerity, and accuracy of what they say. Nothing can be off the table. They have to seek consensus”* (Innes & Booher, 2010).

Innes & Booher further argue that the principles mentioned in the rational process of collaborative planning are conditions, which should be the aim of the rational process of collaboratvie planning, but compltely achiving them would be challenging and not possible. It would be not possilbe to envolve every single stakehoder in the process of planing, but most of their representatives could be brought together to reach final agreements. Similarly, it will not be possilbe to achive complete consensu among interested groups, but if the final decision is based on the majorities agreement, the process is considered as a rational collaborative process. There is also one other point that the rational process of collaborative planning depends on, which is about the agreement of the group or the consensus that is made prior. Innes & Booher legitimize any process that approximates collaborative rationality and the decisions of the process should be rational in the spirit of democracy and the descision should represent major

agreement(Innes & Booher, 2010). Healey writes that collaborative planning projects through governance process and collective human endeavor can produce better outcomes. And collaborative planning can influence and direct the future towards betterment, because of its strong normative tone and firm believe in collective human endeavor (Healey, 2007).

Innes and Booher refer to the three trends in contemporary planning practices particularly collaborative planning, while comparing that with top-down planning practices. First, the methods of top-down planning rely on linear processes that involve formal expertise, but in contemporary planning such linear processes are replaced by more collaborative ones, which not only involve experts but also a wide range of stakeholders. In contemporary planning methods decisions on planning and implementation are not following a top-down linear course. Decisions in contemporary planning process are based on goals set by elected officials, experts engage in formulating plans and policies and the implementation of plans are carried out jointly by experts and elected officials. In the meanwhile, during the practices besides the experts, elected officials and bureaucrats many other actors emerge, such as public and other related stakeholders, and they collaboratively carry out planning related issues. Innes and Booher indicate a key point during the course of decision-making process that the involved parties do not start their collective decision on some specific goals, but first they focus on general shared concerns. The process of contemporary planning is not based on some fixed and optimal assumptions that could deal with problems. The involved parties in the contemporary planning process come up with various options considering their consequences. The second trend is about planning and policy knowledge, which is changing. Planners' or experts' knowledge is dominant in traditional planning methods and lay knowledge comes to importance

only at a time to present general public preferences and experts do not rely on lay knowledge, while they formulate plans and policies. But it is getting obvious for public and experts that the experts' knowledge is limited due to growing disagreement on solely decisions made by experts that turned out to be not beneficial for the public. Experts know the fact that the use of expertise is based on lay knowledge, but many of them do not acknowledge in the public that their expert knowledge is constructed based on lay knowledge. In order to deal with planning issues and problems it is key to incorporate both expert and lay knowledge and collaborative planning uses all kinds of knowledge to deal with planning challenges. Planning processes can be successful; when they are based on methods that involve planners and people with local knowledge to understand problems and find solutions together. The third trend discusses the new forms of reasoning that are playing a prominent role, which is recognized by scholars. Collaborative planning processes do not only rely on logical steps and objectives as instrumental reasoning does. However, collaborative planning methods also rely on many other methods that make sense of issues and how to persuade others. The important point indicated here is that formal argumentation stays as part of deliberation, while there are other kinds of reasoning that can play an important role in group dialogues. Within the group dialogues environment, participants are given the opportunity to express their ideas and they can be persuaded (Innes & Booher, 2010).

2.3 Effectiveness of Collaborative Planning

Collaborative planning processes carry a motive that provide opportunities for involved actors to work together for addressing and solving complex problems in their shared communities. Additionally, the processes make communities more adaptive and

resilient by producing individual and collective learning opportunities (Innes & Booher, 1999a). Innes and Booher also believe that the collaborative planning processes are effectively responsive to the globalized and fast-moving world of today, where many unexpected situations rise too fast that cannot be dealt with top-down procedures. And within a well-organized collaborative planning system, involved institutions and stakeholders have well-networked communications, mutual trust and shared understanding among each other. Complex problems are addressed cooperatively among involved participants, and through the process of dialogue and communication the participants take advantage of learning from each other. Within the collaborative planning system, a professional and personal network is built among individuals, which can empower them to work towards achieving their goals (Innes & Booher, 2003b). Patsy Healey discusses that in collaborative planning the role of planners is shifted from the conception of command and control, to interpretive practitioners, who facilitate encounters among involved stakeholders (Healey, 2007). Innes and Booher also believe that throughout the process of collaborative planning, the individuals develop some new heuristics. The heuristics, for example are listening to involved participants, respecting their opinions, instead of finding differences looking for common interests, etc. The new heuristics help individuals to make affected and interested parties come together to address and solve complex problems among them rather than relying on lawsuits or some kind of confrontational techniques (Innes & Booher, 2003a).

2.4 Participatory Urban Planning

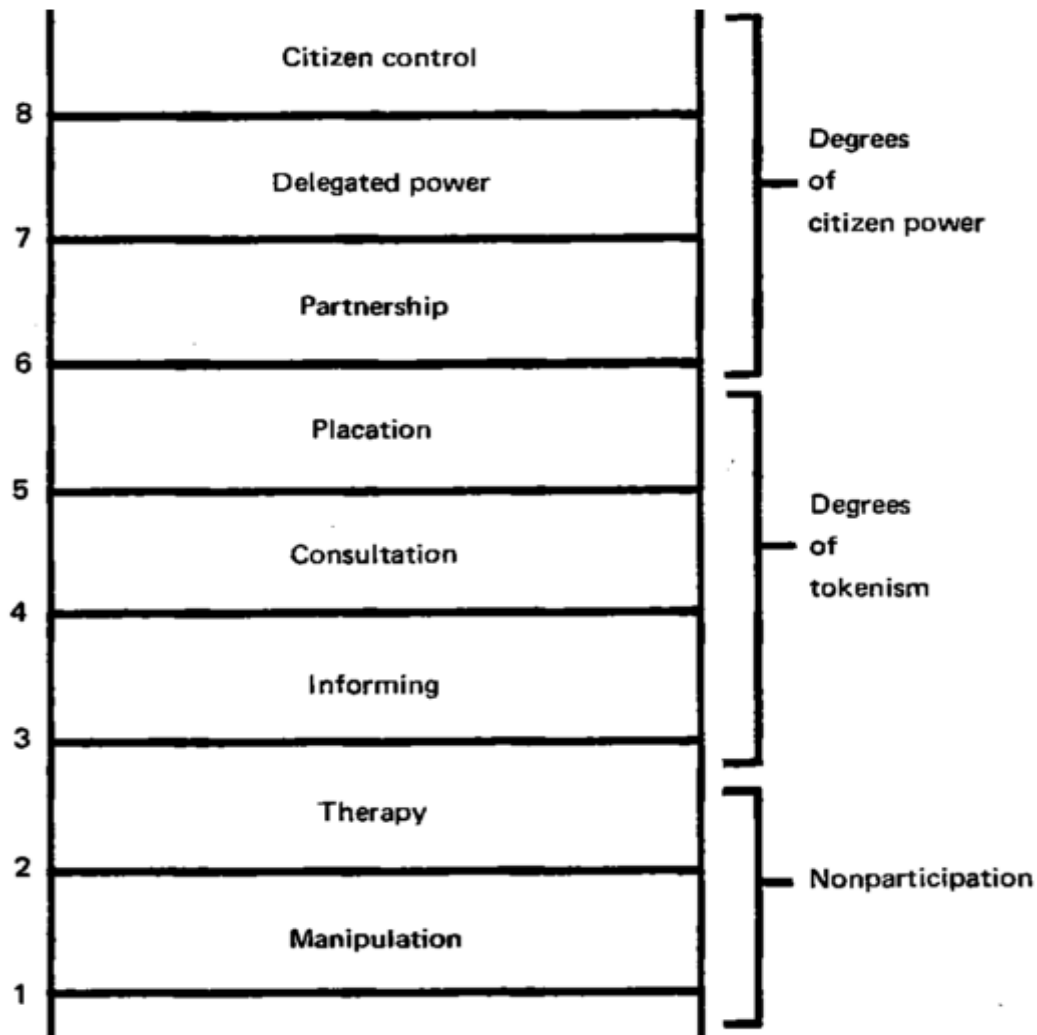
During 1960s and 1970s participation of community in planning and development has become an essential tool to seek sustainability and equity for the citizens (Rifkin & Kangere, 2002). Since then, the theory of participatory urban planning or citizen participation in urban planning has been widely discussed by many theorists and urban planners. For example, Arnstein (1969), in her paper briefly defines citizen participation and its relationship to the society as follows:

“Citizen Participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society” (Arnstein, 1969). Arnstein also argues that redistribution of power to powerless is the fundamental point of citizen participatory process. Without the redistribution of power, the process leads to frustration of powerless, which as a result allows the power holders to claim a wide participation of all sides, but in contrary just few of the sides are given the opportunity to participate. In order to further clarify the issues of power in the participatory versus non-participatory processes, she proposes eight levels of participations and each level represents citizens’ power in decision making as shown in **Figure 2**.

As figure 2 illustrates, level ① manipulation and level ② therapy are located at the bottom of the ladder, which are categorized under non-participation. Under the non-participation levels citizens are not given the opportunity to participation in urban

planning decision making process, and these levels provide power holders the ability to educate and cure the participants. Level ③, ④ and ⑤ respectively *informing*, *consultation* and *placation* come under the category of tokenism. Under the category of tokenism, citizens or those who have no power are allowed to hear and to be heard, but they are not given the power to make power holders pay attention to their opinions during decision making. Finally, the top most three levels are categorized under citizen power, which enable citizens to participate in decision making. For example, in level ⑥, citizen can establish a partnership with power holders and both parties can be part of the decision making process. And in level ⑦ and ⑧ citizens are given the managerial power in decision making processes (Arnstein, 1969).

Figure 2. Eight Levels on a Ladder of Citizen Participation



Source: (Arnstein, 1969)

Also according to UNRISD team, participation is fundamentally about redistribution of power and the team has cited Stiefel and Wolfe's work of 1994:5, which defines participation as: *'the organized efforts to increase control over resources and regulative institutions in given social situations, on the part of groups and movements hitherto excluded from such control'* (Cornwall & Brock, 2005). According to this definition power is assumed to be redistributed among powerless for having control over resources as suggested by Arnstein (1969). However, Henry Sanoff in his book (Community Participation Methods in Design and Planning) argues that the new

pragmatic approach to citizen participation does no longer view the process of citizen participation as defined by Arnstein, which is related to the categorical term of citizen power. Henry defines citizen participation as a process that citizens are directly involved in decision-making processes of social decisions, which plan the future direction and quality of their lives. Henry believes that the main purpose of citizen participation is defined as *including information exchange, resolving conflicts, and supplementing design and planning*. According to Henry, citizen participation leads to reduced uncertainty in the process of planning and participants are communicated for the management of administration with higher degree of concern. As a result, the citizens are actively involved in the planning and development processes, which leads to a *better maintained physical environment, greater public spirit, more user satisfaction and significant financial changes*. He lists the main purposes of participation as follows:

To involve people in design decision-making processes and, as a result, increase their trust and confidence in organizations, making it more likely that they will accept decisions and plans and work within the established systems when seeking solutions to problems.

To provide people with a voice in design and decision making in order to improve plans, decisions, and service delivery.

To promote a sense of community by bringing people together who share common goals.

Henry argues that the process of citizen participation is a contextual one, which has different meaning for different people according to the situation, so its type, level of intensity and frequency varies depending on issues and situations (SANOFF, 2000).

Based on the interpretation and use of citizen participation by development

organization, Pretty (1995) resolved citizen participation in seven types, which ranges from manipulation and passive participation to self-mobilization as shown in Table 2 (Pretty, 1995). According to Henry (2000) in order to address an effective citizen participatory process, first clear objectives of the process should be determined, which should be focused on conceptualizing the accomplishment of the citizen participation, for example as the following:

Is the participation intended to generate ideas?

Is it to identify attitudes?

Is it to disseminate information?

Is it to resolve some identified conflict?

Is it to measure opinions?

Or is it merely to serve as a safety valve for pent-up emotions?

And without clarifying the objectives of citizen participatory process at first place, the involved parties will not be able to meet their expectations and they will become dissatisfied (SANOFF, 2000). Related to the objective of participation, Hickey and Mohan also points out that the main objective of participation is focused on transforming existing non-participatory development practices within the exiting social relations, institutional practices and capacity that are known to be the major causes of social exclusion (Hickey and Mohan, 2004). Henry has cited Deshler and Sock's work of 1985, which classify citizen participation into the following two levels:

Pseudo-participation, which is categorized into two levels

Domestication – This involves informing, therapy, and manipulation.

Assistencialism – This includes placation and consultation

Genuine participation, which is categorized into two levels

Cooperation – This refers to partnership and delegation of power

Citizen Control – Which means empowerment

In pseudo-participation projects are under the complete control of administrators and citizens are allowed to listen to projects that are being planned for them, which is totally non-participatory for citizens. But under second category which is genuine participation, citizens are given the opportunity to participate in decision making (SANOFF, 2000). According to Henry, a citizen participatory process has the following four characteristics:

Participation is inherently good.

It is a source of wisdom and information about local conditions, needs, and attitudes, and thus improves the effectiveness of decision-making.

It is an inclusive and pluralistic approach by which fundamental human needs are fulfilled and user values reflected.

It is a means of defending the interests of groups of people and of individuals, and a tool for satisfying their needs that are often ignored and dominated by large organizations, institutions, and their inflated bureaucracies.

Table 2. Typology of Participation

Typology	Characteristics of each type
Manipulative Participation	Participation is pretence with people's representatives on official boards but who are un-elected and have no power
Passive participation	People participate by being told what has been decided and has already happened. It involves unilateral announcements by an administration or project management without any listening to people's responses. The information being shared belongs only to external professionals.
Participation by Consultation	People participate by being consulted or by answering questions. External agents define problems and information gathering processes, and so control analysis. Such a consultative process does not concede any share in decision making, and professionals are under no obligation to take on board people's views.
Participation for material incentives	People participate by contributing resources, for example, labor, in return for food, cash or other material incentives. Farmers may provide the fields and labor, but are involve in neither experimentation nor the process of learning. It is very common to see this called participation. Yet people have no take in prolonging technologies or practices when the incentives end.
Functional participation	Participation seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement may be interactive and involve shared decision making, but tends to arise only after major decision have already been made by external agents. At worst, local people may still only be co-opted to serve external goals.
Interactive participation	People participate in joint analysis, development of action plans and formation or strengthening of local institutions. Participation is seen as a right, not just the means to achieve project goals. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. As groups take control over local decision and determine how available resources are used, so they have a stake in maintaining structures or practices.
Self-mobilization	People participate by taking initiatives independently of external institutions for resources and technical advice they need, but retain control over how resources are used. Self-mobilization can spread if governments and NGOs provide an enabling framework of support. Such self-initiated mobilization may or may not challenge existing distributions of wealth and power.

Source: (Pretty, 1995)

2.5 Consensus Building

The emergence of consensus building parallels with the concept of communicative rationality that was drawn by Habermas during 1984 (Innes, 1996), and nowadays consensus building and other forms of collaborative planning are increasingly used in order to tackle with issues related to social and political fragmentation, shared power, and other conflicting values (Innes & Booher, 1999a) (Booher & Innes, 2000). Consensus building is a multidisciplinary approach that is used worldwide for solving complex and controversial public issues in politically and institutionally fragmented societies (Innes & Booher, 1999b).

The term is widely used as an approach of deliberation among stakeholders, which provides them the opportunity to deal with complicated planning and policy issues and formulate comprehensive plans (Innes, 1996)(Innes & Booher, 1999a). Innes and Booher further argue that the term consensus building is a broad one, which encompasses many efforts of collaboration. In terms of planning the process particularly focuses on the engagement of various stakeholders with differing interests in face to face group discussions to reach agreement on controversial planning and policy issues. Usually the consensus building decision-making processes are organized on ad hoc or self-organizing bases (Innes & Booher, 1999b), which are processes that are creative and dynamics ways to reach agreement between all members. Consensus based processes are committed to reach agreements that are actively supported by everyone (Seeds for Change, 2013). And sometimes government agencies or legislative bodies are establishing consensus decision-making processes in order to deal with intractable problems. The consensus decision-making processes can be organized in various types of sittings depending on the number of participants that can be in form of communities and task-force groups and each of them are tasked to deal

with complex issues. The process of consensus building is based on facilitation, which is totally opposite of merely chaired processes. In the consensus building process one of the jobs of the professionals is to act as facilitators, or the participant communities and task-force groups in the process may establish common grounds among them to have the ability to actively participate in discussions (Innes, 1996). One of the key essences of consensus decision making process is that all the decisions are made based upon the consent of the involved stakeholders and decisions on actions are formulated based on participants' ideas, suggestions and concerns. Issues of concern are discussed face to face in group discussion with each other, and the final decisions are mutually acceptable for everyone. Consensus building process is not based on compromise or unanimity, but instead it is focused on combining all participants' best ideas and producing creative solutions that is inspiring for everyone involved in the process. And the process is not structured in way that the participants will work against each other, but instead it more focuses on how they can work with each other in harmony, which rejects single sided decision making and side-taking (Seeds for Change, 2013). Consensus building provides opportunities for involved participants in the process to work with each other together as equals in order to make acceptable decision on actions without imposing the decision or authority of one specific group over other involved groups (Cormick, Dale, Emond, Sigurdson, & Stuart, 1996).

Innes and Booher discuss about the boundaries of consensus building that are not quite clear in space, time, subject matter or participation and the process itself is evolving as per activities being carried out among participants. Defining the activities that are related to consensus building is challenging too, and it is difficult to know who is part of the process (Innes & Booher, 1999a), and as much the number of stakeholders and group size increase, difficulties also multiply in communicating with stakeholders, and

reaching unanimous agreement (Cormick et al., 1996). The beginning and end of the process is also a difficult task to specify. It is believed that consensus building among stakeholder often starts in a form of informal discussions, and after one formal process is finished, the next steps can be started by other groups. Since consensus building is a mutually interactive process with its environment, so differentiating between the process and context is not easy. Considering the nature of the process, it is rooted in the current political and social stream of actions. There are many actions within the process that are linked to one another in a way that make them difficult to be fully articulated (Innes & Booher, 1999a). Duration of consensus building process is also very difficult to define and it varies enormously, which is affected by the number of involved stakeholders, by the complexity of issues and by some other external issue that can brings changes in dynamics of the process (Cormick et al., 1996).

Innes and Booher believe that a long-term effort is required in order to establish and develop mutual understanding among participants. And addressing broad and shared concerns with planning and policy are having uncertain and evolving future, so to deal with them a specific strategy should be chosen. The mentioned efforts can sometimes produce outstanding results in terms of agreements on strategies for addressing challenging issues that later can be adopted by public institutions. But it is also possible that the efforts produce few agreements (Innes & Booher, 1999b).

2.6 Collaborative Urban Planning in Developing Countries

Over the past few decades the application and practice of urban planning and development in developing countries have significantly changed from a so called authoritarian or top-down planning to a notably participatory and democratic version of planning (Douglass & Friedmann, 1998). The key institutions of developing

countries such as central government, local governments, and civil society or non-state actors have shown growing interest in cooperative and collaborative forms of urban planning and development, and it is widely recognized by all nations around the world that the governments alone cannot deal with social and urban related problems (Brinkerhoff, 1999). In addition, many developing countries in Asia are institutionalizing the processes of social mobilization and political empowerment through the practice and establishment of democracies (Douglass & Friedmann, 1998). The literature on the recent past decades documents some significant progress in direction towards the establishment of inclusive democratic institutions that has fundamentally reformed the political space of some Asian developing countries. In India, for example, citizens' rights are politically institutionalized to political expression. In some other developing countries like in Indonesia, the state government and urban communities are collaboratively bridged with each other through the networks of elected and appointed officials in lower levels of the government. However, it is criticized that in case of Indonesia the relationship of governmental institutions and community leadership is not clear, which as a result creates a soft top-down environment through which the government implements its programs. And the existence of such a soft top-down environment does not encourage or facilitate organizations outside the official line and NGOs to collaborate with the system. On the other hand, in some instances, such as in Thailand, the relationships and lines of governmental institutions and community leaderships can be recognized compared to Indonesia's case. Yet the relations between the government and slum communities in Bangkok are not much defined which cannot be predictable. And the role of Thailand government in dealing with issues in slum communities is not programmatic, which is more based on partial basis. That is why it is argued that allowing more grassroots

organizations and leadership to nourish may require the absence of a strong state presence in the community.

Quite contrary to the mentioned cases, there are some cases in Asia, such as Burma that practices brutal suppression, or as in case of Philippines where the powerful families still strongly control patron-client relations, which is rooted in landownership, and such strong control stretches to the higher and lower levels of governments, as a consequence weaken the potential of local governments to collaboratively reach common goals. Or in case of Singapore where the antigovernment voices are under tight control, which cannot be considered any substantial part of inclusive democracy (Douglass & Friedmann, 1998).

The momentum of collaborative urban planning has influenced some developing countries in the continent of Africa as well. Some developing countries across the continent of Africa have experienced a shift from centralized to decentralized urban planning and development practices. In Ghana, for example, the institutional frameworks of centralized urban planning were changed to decentralized system in 1988, which was then legally institutionalized in 1992(Boamah & Amoako, 2013). However, the local communities and civil society at sub-district level still cannot clearly realize the nature of the decentralized development planning, because the urban planning decisions are still taken by national and regional planning institutions(Botchie, 2000). On the other hand, in many developing countries in Africa, the number of urban planning actors has increased, because the state governments cannot provide for the growing need of urban services. The increased number of urban planning actors and popular groups have been providing informalized urban services based on their own set of rules that do not conform with state governments policies, and besides local governments lack political legitimacy and capacity to bring together

such unorganized initiatives in collaboration(Lindell, 2008).

Most developing countries in Latin America have also undergone some recent dramatic decentralization and devolution in urban planning institutions since the 1980s, and their new collaborative and participatory urban planning experiences have helped them enhance the relationship of state and local governments with civil society, which resulted in expanded sustainable planning, civic education and identity of rights. The practice and application of decentralized, collaborative planning in many developing countries of Latin America has been significantly successful for local governments(Irazábal, 2009). In Brazil, for instance, as a result of civil society's efforts an urban planning policy was established during the 1980s in order to make planning work for inclusive democracy and to make democracy deal with social inequalities within the space of everyday life(Caldeira & Holston, 2015). The state government of Mexico, for example, has been promoting the establishment of local planning agencies across the country since 1980s, and efforts have been underway to advance networking of the local planning agencies. The local planning agencies implement professional capacity development programs for urban planning personnel to deal with planning issues professionally, also the agencies promote citizen participation in urban planning and conduct public awareness programs relate to urban planning education (Irazábal, 2009). In addition, many international donor agencies and NGOs such as the World Bank, IMF, Inter-American Development Bank, USAID and UN-HABITAT have played a greater and active role in facilitating decentralization through making both local and national level policies for the application of collaborative and participatory urban planning in many developing countries of Latin American. The mentioned agencies were in a position of bringing together and uniting the members of civil society and their political representatives to collaboratively participate in planning

programs (Irazábal, 2009). However, many developing countries in Latin America, for example, Argentina, Brazil, Chile, Colombia, and Mexico have established seemingly decentralized governments, there still exist numerous problems that undermine collaboration among state governments, local governments and stakeholders of civil society. Irazabal explains, lack of efficient regulatory agencies, for example, has caused various institutional conflicts of interest particularly between governments and private sector. Also lack of long-term planning agendas has caused numerous difficulties in providing urban services on timely manner (Irazábal, 2009).

Although many developing countries in Asia, Africa and Latin America have changed the centralized authoritarian urban planning practices to a more decentralized collaborative/participatory form of urban planning, there still remains unbalanced influence and lack of political legitimacy among stakeholders (Brown & Ashman, 1996). In addition, Irazábal explains that collaboration of urban planning institutions for the implementation of plans in developing countries of Latin America has repeatedly been undermined by numerous challenges such as changes in governments structure, lack of improved constituency, lack of financial capacity, natural disasters and some other social issues, and consequently because of the mentioned challenges the implementation of plans have failed (Irazábal, 2009). Also, some researchers believe that the compatibility and convergence of planning objectives, which is a significant specification of collaborative/participatory planning is often problematic in developing countries for a number of reasons. For example, there are multiple actors such as national and sub-national governments, international donors and NGOs and various civil society organizations involved in urban planning. All involved actors have various interests and differing agendas, which is challenging and difficult to reach agreements on common policy and planning objectives (Brinkerhoff, 1999). In

addition, there is disparity of power among the various involved actors that creates inequality in resource and service distribution, operational capacity and political power (Brown & Ashman, 1996) (Brinkerhoff, 1999).

2.7 Collaborative Preparation of Master Plans

Traditional vertical master planning used to be practice widely around the globe in many countries, and even now it is being practiced in some developing countries. Normally during the preparation process of master plans through top-down approaches the public is excluded from the decision-making (J. Stubbs G. Clarke Editors, 1996). The vertically prepared master plans are only equipped with the technical knowledge of technocrats who decides on behalf of the civil society (Hopkins, 2013). Such master plans cannot meet the needs of civil society, which makes it very difficult to be implemented (Masser, Devas, & Rakodi, 1993). However, over the past few decades the approaches of master plan preparation both in the developed and developing countries have significantly be transforming from a vertical master planning to a more horizontal and democratic approach of master planning (Douglass & Friedmann, 1998).

Communities have a collective intelligence which brings social, economic and environmental value to designing cities and neighborhoods. Just as the act of voting is a right, it is inherently democratic to bring people genuinely to the heart of planning and place-making. (Campion, 2018)

2.8 Research Significance

The efforts of government of Afghanistan and international community have been underway to change the centralized planning in Afghanistan to decentralized collaborative/participatory planning since 2001. For accomplishing the mentioned

purpose, the government has taken some major steps such as the establishment of new planning institutions, devolutions of authority and involvement of not-state actors. Yet there still remain many grey areas that have not been explored until now, which undermine the collaboration of involved stakeholders in urban planning and development. The unexplored grey areas, for example are vaguely understood political legitimacy and institutional transparency, ambiguity of urban planning strategies and policies, and unclear definition of role and responsibilities of state and non-state actors. Similarly, many developing countries have already gone through the process of transforming centralized urban planning practices into decentralized collaborative/participatory ones. However, in some of the developing countries there still exist the unexplored grey areas that weaken the collaboration among stakeholders. In the research on “A Study on the Establishment of Institutional Framework for Urban Planning in Afghanistan” the grey areas of Afghanistan’s urban planning methods are elucidated. And the research is of multifold significance to the collaboration of diverse groups of stakeholders that are involved in urban planning and development in Afghanistan.

First, the finding of this work to the policy makers and high-ranking officials of national and sub-national government can be used as basis for formulating strategies and policies that strengthen collaboration among national and sub-national governments and non-state actors.

Second, to the international donor agencies and INGOs, the result of this work can help them integrate their differing interests and agendas into coordinated strategies and policies of national and sub-national governments towards the planning and implementation of common programs.

Third, to the urban planners and other experts in urban planning field, the results of

the study can motivate and enable them to figure out a number of different ways and means for utilizing both technical and lay knowledge in preparing plans. Likewise, the finding of this study can encourage urban planning experts in Afghanistan to redefine their plan-making methods in changing them to achieving common goals through collaboration with diverse groups of stakeholders.

Fourth, for the stakeholders and representatives of civil society such as local NGOs, Jirgas (tribal councils), CDCs (community development councils) and international and local private development sector, the finding of this study can provide them with clear insights on benefits and values of collaborative/participatory urban planning, the values of participating in decisions that directly affect their daily life and the value of collaborating with national and local governments' stakeholders in reaching consensual agreements on common goals. Likewise, this study is focused on making local government urban planning institutions particularly the planning experts understand their function in teaming up with civil society's stakeholders towards achieving their goals. In addition, this work can make all the stakeholders and representatives of civil society, national government and sub-national government realize and appreciate the essential importance of their collaborative role in urban planning in transforming the exiting divided urban planning methods into inclusive collaborative urban planning practices. Last, the findings of this study can be a steppingstone for the future academics and researchers to conduct parallel research on collaboration of urban planning institutions in Afghanistan.

Chapter 3

Research Analytical Framework

3.1 Developing Analytical Framework

Master plan preparation processes in Afghanistan have been changing throughout the history due to institutional changes triggered by structural changes of government regimes. For example, master plans during a so-called USSR backed socialist regime from 1960 to 1992 were prepared by the central government that used a rigid top-down planning method. And, later the rigid type top-down master plan preparation processes have changed to a softer vision of planning by the new pro-democracy regime that is mainly backed by the United States of America and partly by international community since 2001. Since, this research aims to analyze the collaboration in preparation process of city master plans among involved stakeholders. That is why, it was necessary to develop an analytical framework for the qualitative data that needed to answer the key research questions that are not known by social reality. And, the bases for development of analytical framework for this research is both the review of change from socialistic urban planning institution to current urban planning institutions and using the components of International Guidelines on Urban and Territorial Planning that is developed by UN-HABITAT. The analytical framework for this research is detailed in the following three parts:

socialistic and current institutional framework of urban planning;

Components of International Guidelines on Urban and Territorial Planning;

Framework for Collaborative Planning

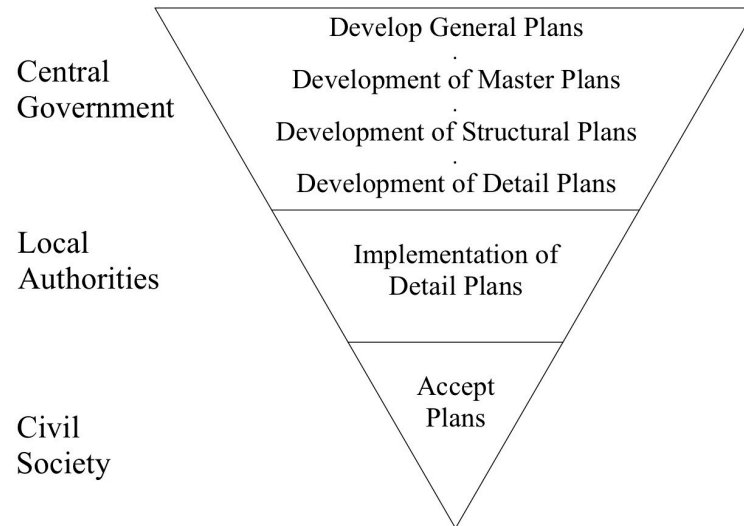
3.1.1 Socialistic and current institutional framework of urban planning;

The urban planning institutional framework of Afghanistan during 1960s to 1990s was created based on top-down rigid blueprint planning system. All the city master plans and required sub-layers of master plans were prepared by the central governments of those periods. In an interview, two Chief Urban planning Advisors of MUDL (Mr. Sher Agha & Mr. Zemarai) explain:

“From 1960 till 1992, urban planning and all the related decision were made by the central government or we can say by a single urban planning institution that was given the authority by the central government of Afghanistan. The central government did not have a specific institutional framework in form of urban plan law. However, during that period, the responsible planning institution was the only authorized institution that prepared city level master plans, structure plans and details plans for all the provincial municipalities based on the processes, which were imported from USSR. In addition, the central planning institution was the only authorized urban planning institution to prepare the implementation regulations and strategies for the physical implementation of the master plans. And, from 1992 till 2001, urban planning operations were totally suspended or stopped because of the civil war in most regions of Afghanistan.”

From the above interview it is revealed that during the socialistic regime from 1960 to 1990s there was not a specific institutional framework in a form of urban planning law in place. However, a central urban planning institution was the only authorized entity to make regulations and strategies both for the preparation and physical implementation of city master plans. **Figure 3** illustrates the socialistic urban planning institutional framework that was in place in Afghanistan during 1960s to 1990s.

Figure 3: Socialistic Urban Planning Institutional Framework from 1960s to 1990s



Source: Author

After the fall of socialistic regime in 1992, Afghanistan and the governmental institutions of the country were mostly destroyed and urban planning operations were suspended until 2001.

With the support of international community particularly United States of America, Afghanistan was able to establish a so called pro-democratic regime from 2001 till now. Within the current pro-democratic government, the urban planning operations and practices have transformed from a socialistic rigid top-down planning to a softer version of planning. Regarding the transformation of urban planning practices one of the Chief Urban planning Advisors of MUDL (Mr. Sher Agha) explain:

‘I want to add that compared to 1960s urban planning in the current situation has changed in some ways and remained intact in the others. For instance, in the present situation the government of Afghanistan has established many new institutions at all levels of the government that are involved in urban planning, and has given them the decision-making authority. Also, the private sector is

directly involved in planning and in developing private townships. However, in the current situation what remains unchanged is that some independent institutions still follow the exact path of decision making that was followed in the past, meaning that they are too biased in their decision making. ”

It can be clearly understood from the explanation of provided by the chief advisor to MUDL that although the socialistic planning system has transformed from a rigid top-down system to a softer version of planning by establishing urban planning related institutions in all tiers of government, the some newly established institutions yet followed top-down blueprint planning practices. In addition, the chief advisor of urban planning to MUDL (Mr. Sher Agha) added:

Currently, MUDL does not have an urban planning law that can itemize the necessary functions and activities, which play important roles in the operation of urban planning. The absence of urban planning law has also made it extremely challenging to understand the role of various stakeholders and their authority of decision making on certain issues in different stages of preparing and implementing the master plans. The current urban planning institutions carryout urban planning activities based on variety of rules and regulations studied by planners in different countries. For example, there are some planning experts who have studied in Germany and some in Russia and some in other countries, so they use their acquired planning knowledge as needed without any formal institutional framework in place. However, the central government of Afghanistan has developed some general policies, which are used by the involved urban planning institutions for preparing and implementing the master plans such as ANDS (Afghanistan National Development Strategy). Besides, currently MUDL is working on drafting a new

urban planning law that will help us reduce the above-mentioned challenges. Basically, there two points I would like to mentions about urban planning in Afghanistan. First, if we see urban planning from theoretical or plan making point of view, I think we will find that we do not face many challenges. With the help of Afghanistan urban planning institutions and some international experts we can prepare some very colorful and beautiful master plans. I believe in Afghanistan the process of making master plan does not have that many problems. Second, if we see urban planning from implementation point view, there we face numerous complicated hurdles that are not easy to deal with. It always happens that the prepared master plans are not implemented.

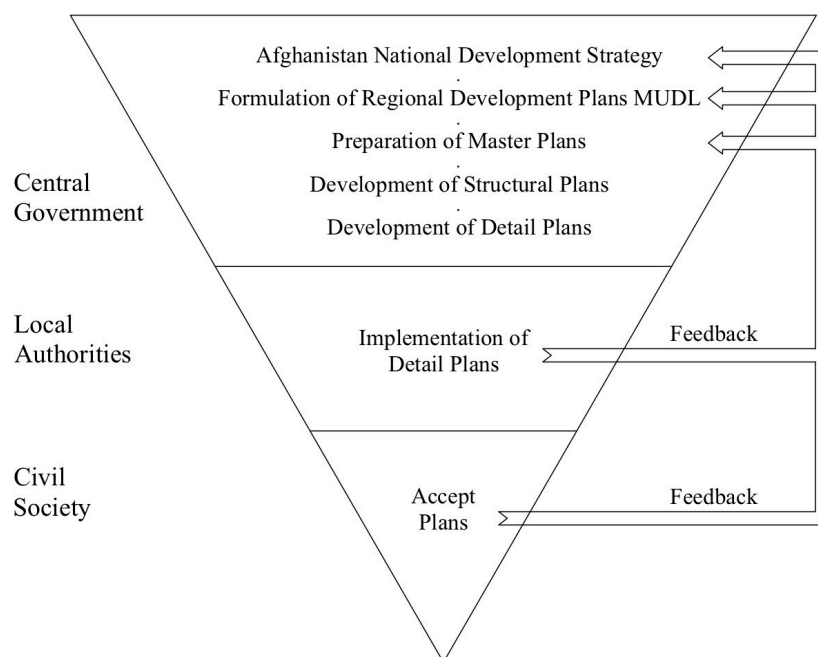
Also, one of the other chief advisors of urban planning to MUDL (Mr. Zemarai) added:

In most of the cases everything is decided by the central government or I should say by MUDL, but it doesn't mean that the decisions of MUDL are purely based on the opinions of high-ranking officials or planning experts of MUDL. We definitely value and incorporate the opinions of the public and other involved stakeholders in preparing the master plans. However, it depends on the practicality and rationality of their opinions. We do listen to the issues they raise, which are then evaluated. In case the issues they raised are rational, they can possibly change our decision and if their claims and opinions are not rational and practical, they will not have any effects on our decision making. Besides, MUDL will explain to them that why some certain opinions or claims are rational and practical and why some are not, so the public can finally accept the decision made by MUDL. But, while preparing the five master plans for the major cities of Afghanistan in 2010, the security situation was not good in the provincial cities and our planning team could not visit the master plan

sites as much as it was needed and we could not meet with representative of the public regularly.

From the explanations and information provided by the two key advisors to MUDL, it can be clearly understood that urban planning operations and practices under the current government have transformed, if compared with the urban planning system practiced during the socialistic regime. Besides the central planning institution (MUDL) some other planning institutions are established in other tiers of the government. And, MUDL is trying to incorporate feedbacks from relevant stakeholders in the preparation process of master plans. However, the government still lacks an institutional framework in form of legislation. The current urban planning institutional framework of Afghanistan is illustrated in **Figure 4**.

Figure 4: Current Urban Planning Institutional Framework



Source: Author

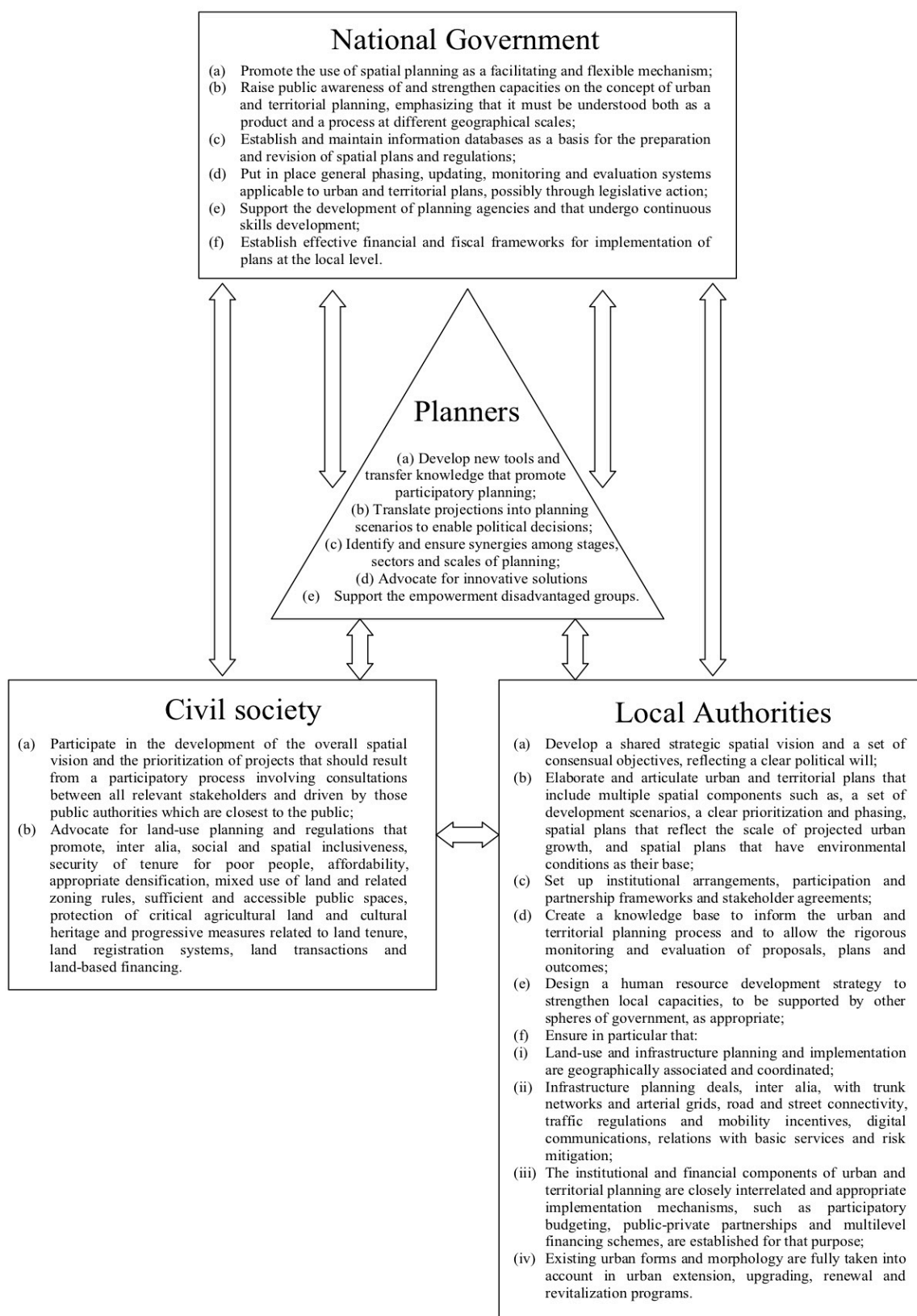
3.1.2 Components of International Guidelines on Urban and Territorial Planning;

Due to rapid population increase, the world and particularly cities all over the world have been transforming rapidly since 1950. The increase of rapid population makes the development of urban policies, city master plans' and their design and implementation processes very challenging. And, in order to deal with the mentioned challenging tasks, UN-HABITAT has developed International Guidelines on Urban and Territorial Planning. The guidelines are expected to improve the global policies, plans, designs and implementation processes, which will result in creating cities that are developed based on better collaboration and integration of all relevant stakeholders. According to UN-HABITAT the GUIDELINES carries the following goals:

- To develop a universally applicable reference framework to guide urban policy reforms;
- To capture universal principles from national and local experience that could support the development of diverse planning approaches adapted to different contexts and scales;
- To complement and link to other international guidelines aimed at fostering sustainable urban development;
- To raise the urban and territorial dimensions of the development agendas of national, regional and local governments.

In addition, the Guidelines have key components, which are demonstrated in a framework shown in **Figure 6**.

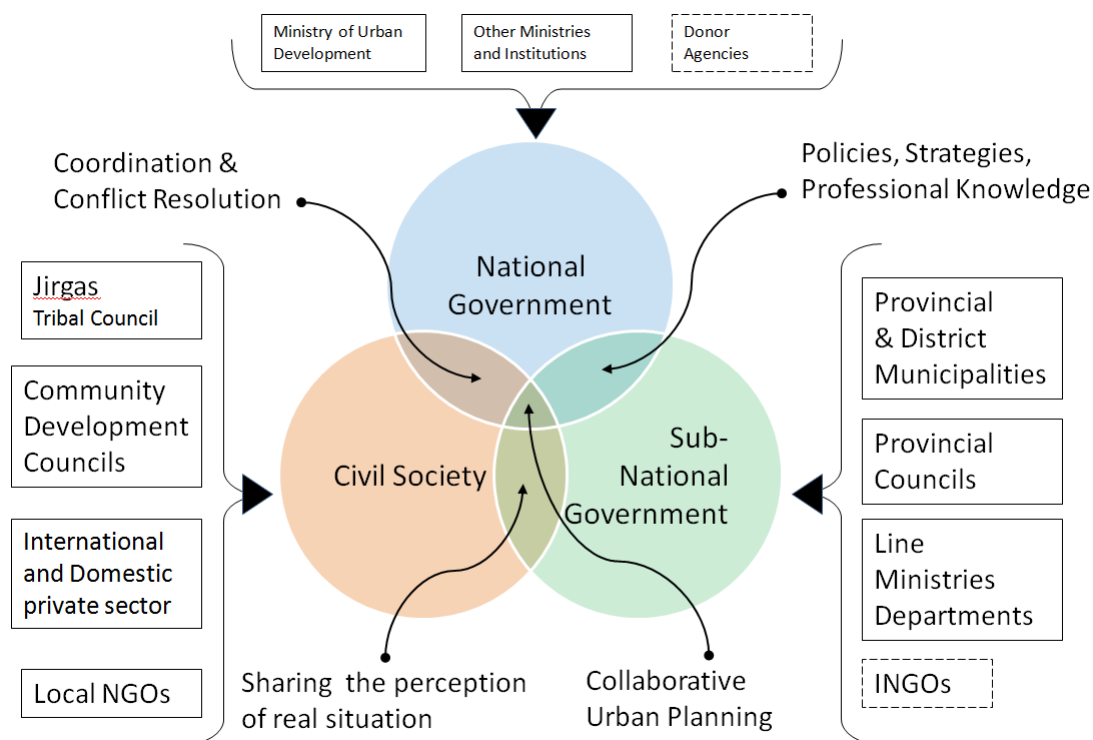
Figure 5: Framework of International Guidelines on Urban and Territorial Planning



3.1.3 1.3. Framework for Collaborative Planning

The proposed hypothetical institutional framework for collaborative planning in Afghanistan in this research is designed both based on the theoretical literature reviews on collaborative planning, participatory planning and consensus building that are carried out in Chapter 2 and consideration of components from the International Guidelines on Urban and Territorial Planning that is prepared by UN-HABITAT. The framework is composed of three groups of stakeholders that are the national government of Afghanistan, the sub-national government and the civil society, and each group of stakeholders includes a number of government institutions, independent organizations and other involved stakeholders. The institutional framework is illustrated as in **Figure 6**, where collaborative planning is the result of various planning activities that are carried out together among stakeholders and institutions who share similar interests in a joint planning environment. The three groups of stakeholders in the hypothetical institutional framework share some key planning activities among each other. For example, the group of national government and sub-national government are jointly working on planning policies, laws, strategies and they are sharing professional knowledge with each other, the group of sub-national government with group of civil society are focusing on consensus building and sharing the perception of real situation and again the group of national government works with civil society on conflict resolution issues in planning, which may rise between civil society and sub-national groups while making and implementing planning strategies. The three groups of stakeholders and the institutions involved in the groups are explained in detail in this chapter.

Figure 6: Framework for Collaborative Urban Planning



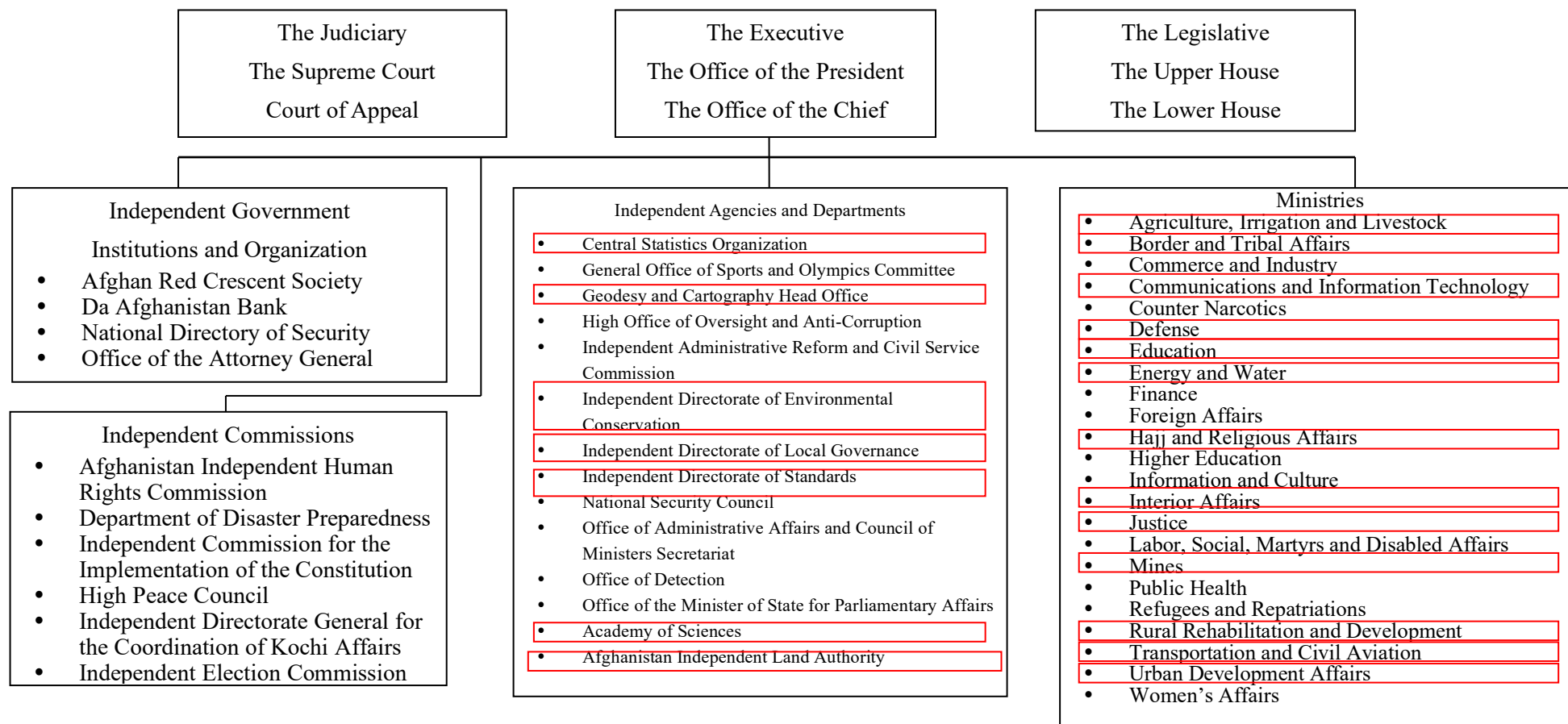
Source: Author

The institutional framework illustrated in **Figure 6** shows that when the three groups of stakeholders for example national government, sub-national government and civil society work together in the urban planning environment of Afghanistan, the result of their joint efforts will promote and enhance collaborative urban planning. Every tier of the above research framework is separately explained in detail as follow:

3.2 National Government

In many official documents, national government is also referred to as central government. The national government of Afghanistan consists of three forces, which are the judiciary, the executive and the legislative under which there are many ministries and independent institutions as shown in **Figure 7** (Document, 2015). Based on the proposed hypothetical institutional framework the national government group includes all the ministries and independent institutions that are indicated with a red colored box provided in **Figure 7**, which will work together with international donor community to carry out urban planning related tasks. The national government group will mainly focus on developing urban planning law, policies and regulations.

Figure 7: Structure of Afghanistan's National Government



Source: A to Z Guide to Assistance to Afghanistan 2015

3.2.1 Ministry of Urban Development and Land (MUDL)

In the institutional framework MUDL being a ministry is tasked to oversee provincial urban planning and housing programs. MUDL's responsibilities are to work on strategies focused on increasing access to affordable housing and supporting community development programs through citizen participation. In the proposed hypothetical institutional framework MUDL is also authorized to focus on formulating future urban planning policies, strategies and framework for all cities in Afghanistan and developing national development strategy for the country as a whole. MUDL is given the authority to approve or reject master plans that will be proposed by provincial municipalities, private developers or international consulting agencies. And MUDL is authorized to enforce urban planning laws and policies on both national and sub-national levels.

3.2.2 Other ministries and independent institutions

The interviewed officials from the ministry of urban development affairs (MUDL) said that MUDL does not have an official urban planning institutional framework in place that can exactly specify the role and responsible of other ministries and independent institutions in the urban planning process of Afghanistan. However, once MUDL finishes preparing the master plan for any chosen area, it is then sent to other ministries and independent institutions that have concerns regarding the chosen area for the city master plan for their approval. Mostly the institutions that are concerned about the master plan are particularly institutions that are dealing with land matters, such as Ministry of agriculture, irrigation, livestock, Ministry of borders and tribal affairs, Ministry of defense, Ministry of Haj and religious affairs, Ministry of information and culture, Ministry of mines and Geodesy and Cartography Head Office. A legal

consultant of USAID Yohannes Gebremedhin has mentioned in one of his reports on the legal framework for urban planning in Afghanistan that urban planning in Afghanistan is carried out ambiguously among many institutions in uncoordinated manner (Gebremedhin, 2012).

The proposed institutional framework in this research specifies all other ministries and independent institutions that their involvement matters in urban planning process of Afghanistan to work collaboratively with MUDL in the formulation of planning laws and regulations.

3.2.3 International funding community

Currently the government of Afghanistan is not economically and technically capable enough to deal with planning without the support of international funding community. International funding community's support in terms of planning policy formulation, urban planning laws and regulations, capacity development of experts in urban planning institutions and direct allocation of financial support can direct the planning in Afghanistan towards inclusive collaboration, if their roles and responsibilities are clearly institutionalized in the institutional framework of urban planning. All the international funding agencies that are supporting Afghanistan's urban planning sector such as, World Bank, JICA, USAID, KfW, etc. are referred to as international funding community in the proposed institutional framework. They are tasked to work in coordination with MUDL and other relevant ministries and independent organizations in order to develop practical and workable planning policies and strategies, which can contribute to the establishment of a collaborative urban planning system. As a result of their collaborative efforts the established collaborative urban planning system should be focused on the inclusive participation of all the stakeholders who share interests in the planning issues.

3.3 Sub-National government

In many official reports the sub-national government of Afghanistan is also referred as provincial or local government, and the basic administration units of sub-national government are provinces. Afghanistan consists of 34 provinces, 399 districts, approximately 217 provincial and district municipalities and about 4020 villages, and each provincial administrative unit has a four-level administrative structure shown in (Nixon, 2008a) (Nixon, 2008b) (Shurkin, 2011). For example the four levels of sub-national government are the provincial, district, municipal and village levels, which is based on the constitution of 2004 (World Bank, 2007). Besides the institutions listed in the **Table 3**, the provincial administrative level also consists of some other institutions such as the National Security Department (NSD), the Afghanistan Independent Human Rights Commission (AIHRC), and the Independent Afghanistan Reform and Civil Service Commission (IARCSC) (Nixon, 2008b). However, in the proposed hypothetical institutional framework the forth level of administration, which is mostly comprised of informal institutions, is not part of the sub-national government group. Instead, it is part of a separate group of stakeholders under the name of civil society as shown in **Figure 6**

Table 3. Afghanistan's sub-national government

Levels	Institutions	Headed	Entitlement
Provincial	Provincial Governor Office Line Ministries' Department Provincial Councils Provincial Development Committee	Governor	Appointed
District	Line Ministries District Offices District Governor Office	District Governor	Appointed
Municipal	Municipal Administration Municipal Councils	Mayor	Elected
Village	Community Development Councils (CDCs)		

Source: (World Bank, 2007)

3.3.1 Provincial and District Municipalities

Municipalities in Afghanistan are somehow autonomous agencies of sub-national government. In terms of revenue generation municipalities are self-sufficient, because they are given the authority to raise their own revenues in order to be able to provide public services on timely bases. Every province has two types of municipalities, which includes provincial municipality (city municipality) and district municipalities (rural municipalities). All provincial and district municipalities are supervised and overseen both by the provincial governor office and IDLG. However, Kabul Municipality is an exception, which is categorized under the central government agencies and Kabul mayor directly reports to the president's office (Evans, Manning, Osmani, Tully, & Wilder, 2004) (Nixon, 2008a) (Evans et al., 2004).

In the proposed framework both provincial and district municipalities are playing key roles, which are facilitation and moderation among stakeholders who share similar

interests in particular urban planning issues. Besides their functional and service delivery, municipalities are given the authority to lead and manage the whole preparation process of master plans based on policies and regulations provided by national government in collaboration with relevant institutions and stakeholders of sub-national government.

3.3.2 Provincial Councils (PCs)

The provincial council law enacted in November 2005, assigned PCs with advisory role to monitor provincial development plans, to oversee provincial administrations and to facilitate public consultation (The Asia Foundation, 2007). However, the law on provincial council does not clearly specify the role of PCs in the preparation process of city master plans.

3.3.3 Urban Planning Council of Sub-National Government

Urban planning council does not exist in the current organizational structure of sub-national government of Afghanistan. It is a new institution that is proposed in the hypothetical institutional framework. The mentioned institution comprises members from provincial councils, provincial development committee, relevant departments of line ministries and other independent institutions, INGOs and civil society to ensure the participation of all involved stakeholders in the final document of city master plans. Urban planning council is given the authority to review and check the final document of master plans produced by collaborative efforts of stakeholders before it is reviewed and validated by the central government agency, which is MUDL.

3.3.4 Departments of Line Ministries and other Independent Institutions

Every province in Afghanistan has departmental offices of most national government agencies in sub-national government level. Resources flow from national budget through national government ministries and independent institutions to their relevant departments in provinces. And based on the allocated resources, the departments of line ministries and other independent institutions of sub-national government are responsible for the provision of basic public services in their provinces. Similarly, provincial departments of line ministries and other independent institutions are responsible to implement policies, law and regulations, which are being developed by the central agencies of national government. Provincial departments of national government agencies are also responsible to report both to their central agencies in capital Kabul and to the governors of their provinces. Besides, the performance of provincial departments of line ministries and other independent institutions are overseen by PCs.

In the proposed hypothetical model, provincial departments of line ministries and other independent institutions will work collaboratively with provincial and district municipalities to develop urban planning policy guidelines of their respective provinces for the general urban planning policies developed by national government. Furthermore, the provincial departments are responsible to provide provincial and district municipalities with information and data that is required for preparing city master plans.

3.3.5 International Non-Governmental Organizations (INGOs)

At the present moment, the institutions of government of Afghanistan both at national and sub-national level do not have enough financial power and technical capacity to carry out government activities by themselves. That is why the presence of international non-governmental organizations is very essential, and they have been playing a role of facilitating partners in providing financial and technical support to Afghanistan (IDLG, 2010). Financial resources flow from international funding community through INGOs, and INGOs' expenditure on specific projects that are prioritized by donor community is based on policies of foreign governments. And most of the time INGOs activities take place in the absence of an identified institutional framework. However, some analysts evaluate that *"the commitment of INGOs is impressive across all sectors, and they pay far greater attention than the government to employing and using the skills of women"* (Saltmarshe & Medhi, 2011), and according to DFID it is easier for INGOs to work in insecure areas, because they have established close ties with communities and they have long history and experience of service delivery to communities where most government organizations are not able to provide that (London, 2014). Since Afghanistan will take some time to stand on its own, for the time being the government of Afghanistan needs to legally define the role and relationship of INGOs with national and sub-national government agencies.

The hypothetical institutional framework proposes that INGOs are responsible to work together with provincial and district municipalities for their capacity development. INGOs are responsible to allocate funds and provide other institutional support based on the priorities that are specified by the municipalities.

3.4 Civil Society

Based on the definition of The World Bank, *“the term civil society refers to the wide array of non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations. Civil Society Organizations (CSOs) therefore refer to a wide of array of organizations: community groups, non-governmental organizations (NGOs), labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations, and foundations.”* (World Bank, n.d.)

Afghanistan National Development Strategy (ANDS) defines civil society as a group that includes formal and informal institutions, which are neither part of the government nor the private sector. And according to ANDS the formal and informal institutions that are part of the civil society include *“jirgas (elder’s councils), religious institutions such as mosques, madrassas, water management committees; cultural associations; artistic and professional associations; non-profit, NGOs (both Afghan and international), grassroots associations of women, youth, teachers, workers, disabled, and professionals, journalists; peace committees/councils; university student groups; Community Based Organizations; human rights advocates and organizations and CDCs.”* (Government of Afghanistan, n.d.)

In the above two definitions all the organization which are listed under civil society are all non-governmental and non-profit institutions. However, some definitions include private sector in the list as well. For example, Udaya Wagle in his article on The Civil Society Sector in the Developing World writes that *“Civil society is a major form of social capital that includes the whole range of private, voluntary, not-for-profit, community and self-help organizations, and formal or informal groups in existence*

with a member or people-serving motive.” (Wagle, 1999)

Also Bernard in his book *Civil Society and International Development* refers to the definition of civil society by a businessman named Giovanni Angelli, and he writes that for Angelli, *“Civil society is made up of all voluntary associations, local community organizations, cultural and research institutions, as well as representative bodies of the private enterprise and business sectors”* (Bernard, Helmich, & Lehning, 1998).

The intention of this research is not to discuss whether private sector should be part of civil society or not. Instead, it aims to give private sector legitimate ground within the institutional framework of urban planning to encourage private investment and participation in planning, developing and managing urban areas. Stakeholders that are listed under civil society group in the proposed institutional framework are: Jirgas (Tribal Councils), Mullahs & Ulama (Religious Leaders & Scholars), Maliks (Community Leaders), Khans (Village Leaders), CDCs, International & Domestic Private Sector and NGOs. All the mentioned stakeholders are representatives of local people, formal and informal institutions and private sector who will ensure to reflect local people's and private sectors interests in urban planning issues that affect them. And the objective of the framework is to involve all the stakeholders of the civil society group through collaboration and participation in decision making processes of urban planning related issues.

3.4.1 Jirgas (Tribal Councils)

The word Jirga literally means the gathering of people, which is commonly used in most areas of Afghanistan (Wardak, 2003). Jirga is a gathering of notable elders of village for discussing and resolving disputes, and making collective decisions related

to social issues (Gant & McCallister, 2010). Throughout the history, the institution of Jirga has been used by most communities in Afghanistan as an important mechanism for conflict resolution, which has enormously contributed to social order. In addition The Jirga mechanism is also used as a customary judicial institution which deals with resolving criminal cases (Wardak, 2003). Culturally and historically Jirga in Afghanistan is known as the foundation of unanimous dissension-making on controversial issues that concern citizens, laws, policies and regulations at all levels of government such as national, provincial, district and village. In Afghanistan the Jirga mechanism functions within a context of shared understanding of historical, social, cultural, traditional and religious values of a particular tribe, village and the country as a whole. The Jirga system is an essential social instrument in rural areas of Afghanistan, which is used by tribal elders for public consultation, dispute resolution, consensus building and juridical matters, and it contributes tremendously to social order in tribal communities. Referring back to the history of Afghanistan, Jirgas particularly *Loya Jirga* (Grand Assembly) have played an important role in legitimizing national leaders, establishing and amending constitutional laws and endorsing crucial agreements. Benjamin (2007) writes that *Loya Jirga*, besides bringing people together, it is actually an institution that establishes a link between the government and the society in the context of Afghanistan (Buchholz, 2007). The decision-making body of Jirga includes notable persons such as Khans (village leaders), Maleks (neighborhood heads), Mullahs (religious leaders) and elders who have experience of practicing traditional and customary laws. The members of decision-making body are all chosen informally by the consent of communities, who represents that true will of most of the community members. And most of the time, particularly on village level, the decision taken by Jirgas are commonly accepted by

residents in the village.

3.4.2 Community Development Councils (CDCs)

CDCs are known as effective grassroots consultative elected institutions at village level that were first established through a World Bank-funded National Solidarity Program (NSP) by the Ministry of Rural Rehabilitation and Development in 2003 and they are the decision-making body of communities. The main role and responsibilities of CDCs include the planning, preparation, implementation and supervision of rural development infrastructure projects, and they are bridging their communities with the national, sub-national government and NGOs. NSP considered CDCs as the primary implementers of community infrastructure development projects. (Document, 2015) (USAID, 2010), (Government of Afghanistan, 2013), (Shurkin, 2011). Some analysts evaluate the operation of CDCs very successful in terms of their ability to deliver tangible results through the follow up of development plans and their inclusive representativeness (Shurkin, 2011). The implementation of NSP program by CDCs was carried out through inclusive participation and representation of local citizens in the village level and many international and national observers believe that it is successful. Consequently, some INGOs and government institutions created similar institutions to CDCs on district, and municipality levels, such as Urban Community Development Councils, Area Development Councils, Gozar Organizations (neighborhood organization) and Nahia Councils (District Council).

3.4.3 International and Domestic Private Sector

Since 2001 the private sector has contributed enormously in rebuilding the social, economic and physical infrastructure of Afghanistan. Particularly in the area of development, the private sector is involved in reconstruction projects, providing housing and planning, designing and implementing township projects in big cities of Afghanistan. Afghanistan's national development strategy (ANDS) is emphasizing on giving the private sector a legitimate and leading role in the development of Afghanistan and encourages the involvement of private sector in social and economic development of the country (Government of Afghanistan, 2008). However, private towns and many large scale housing projects that are entirely founded by private investment are being carried out in the absence of urban planning framework for private sector intervention (Boyer, 2006).

International and domestic private sector in the proposed institutional framework refers to all the private international planning consulting agencies that are either chosen by the government of international donor agencies to plan and design master plan projects and all the domestic private companies that are involved in planning and development of township projects. The role being given to private sector in the proposed institution framework is that the private sector will only start planning and designing the master plans, when the first draft plan is approved by MUDL. And any new ideas and knowledge that is brought and applied in planning and designing new cities by the private sector should be in conformity with laws, policies, regulations, customs and tradition of Afghan society. The relevant municipality of master plan area and the private sector should together ensure the inclusive participation of representatives from affected stakeholders' community particularly the citizens while planning the master plan of a city.

The private sector is also responsible to transfer and share their knowledge and skill through capacity development programs with the relevant municipalities, so that municipalities will be able to plan and design future cities by themselves.

3.4.4 Local Non-Governmental Organizations (NGOs)

According to USAID there are over thousands of local NGOs and social organizations that are registered with The Department of NGOs' Registration, Supervision, and Coordination in the Ministry of Economy, which provide public services to some Afghan communities through their development, cultural, social and capacity development programs. The local NGOs are non-profit organizations and they are not affiliated with any government institutions (USAID, n.d.). However, usually there is little or no coordination of functions between local NGOs and government institutions, and Asia Foundation in a report writes that "*There is a severe failure in communication between entities and in particular between provincial departments and national/international NGOs*" (The Asia Foundation, 2007).

Under the proposed institutional framework, local NGOs are responsible to work together with INGOs, CDCs and other social organizations to promote and increase public awareness and empowerment through social and cultural programs about their rights in decision-making processes of preparing city master plans and other urban planning related decision. In most tribal and rural areas of Afghanistan it is very difficult for INGOs to reach out local people because of barriers such as language, cultural difference and insecurity, so local NGOs are responsible to work together with INGOs to bridge the cultural divide between INGOs and the public, which is often a hurdle in the way of development.

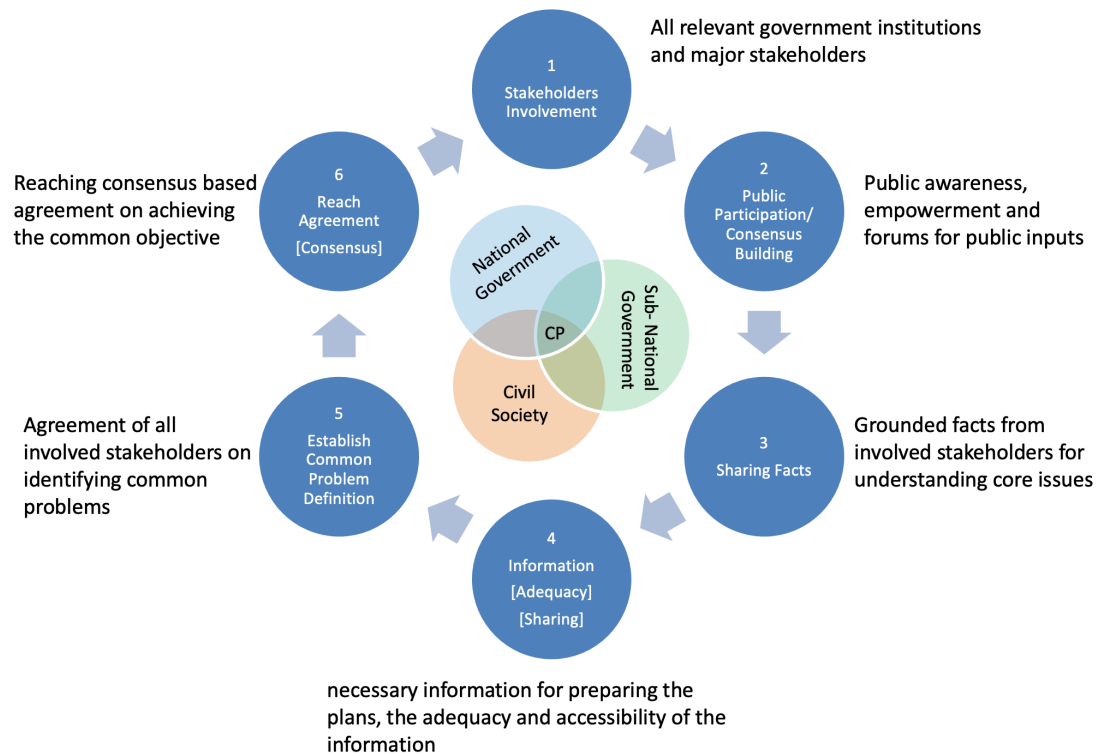
3.5 Evaluation Criteria for Collaborative Planning

The evaluation framework for collaborative urban planning in this research particularly focuses on the city master plan preparation processes within urban planning institutions of Afghanistan. Some scholars focus more on process rather than outcome of collaborative planning. For example, it is argued that the quality of the process is an important factor that influences the effectiveness of collaborative planning (Margerum, 2002). Also Innes and Booher argue that the quality of consensus building process in uncertain societies should be self-organizing and effective in order to establish a network of involved stakeholders, and when consensus building meets process criteria it is likely to meet the outcome criteria (Innes & Booher, 1999a), and in order to support the accountability of planning institutions and avoid wasting stakeholders resources it is important to evaluate the process of collaboration in planning (Faehnle & Tyrväinen, 2013). **Table 4** shows the suggested criteria for evaluating collaboration among urban planning institutions in Afghanistan, which is based on various literature reviews on evaluation of collaborative planning. The process criteria for evaluating collaborative planning shown in **Table 4** is used for evaluating the proposed institutional framework which is shown in **Figure 6**. Both **Table 4** and **Figure 6** are combined to clearly show the relationship of process criteria with each tier of the collaborative institutional urban planning framework that is shown in Figure 8.

Table 4. Suggested criteria for evaluating collaboration

Process Criteria	Sources	Notes on Process Criteria
Inclusive involvement of Stakeholders	(Cullen, McGee, Gunton, & Day, 2010), (Margerum, 2002), (Innes & Booher, 1999a), (Simonovic & Bender, 1995)	Inclusive involvement of all relevant government institutions and major stakeholders
Public Participation/ Consensus Building	(Cullen et al., 2010), (Margerum, 2002), (Innes & Booher, 1999a), (Simonovic & Bender, 1995)	Public awareness, empowerment and forums for public inputs
Sharing Facts and knowledge exchange	(Simonovic & Bender, 1995), (Faehnle & Tyrväinen, 2013)	Grounded facts from involved stakeholders for understanding core issues and exchange of knowledge
Information [Adequacy] [Sharing]	(Faehnle & Tyrväinen, 2013), (Cullen et al., 2010), (Innes & Booher, 1999a)	necessary information for preparing the plans, the adequacy and accessibility of the information
Establish Common Problem Definition	(Cullen et al., 2010), (Margerum, 2002), (Innes & Booher, 1999a), (Simonovic & Bender, 1995)	Agreement of all involved stakeholders on identifying common problems
Reach Agreement [Consensus]	(Cullen et al., 2010), (Margerum, 2002), (Innes & Booher, 1999a), (Simonovic & Bender, 1995)	Reaching consensus-based agreement on achieving the common objective

Figure 8 Evaluation Framework for Collaborative Planning



Source: Author

Chapter 4

Historical Review

4.1 Historical urban planning institutional changes

The history of civilization in Afghanistan dates back to 3000 BC, which makes the country as one of the oldest civilization in central Asia (Mumtaz & Noschis, 2004). In the past, the development of many cities in Afghanistan has been influenced by the crossing of Silk Road through the country. In addition, the country has been in the central focus of superpowers and neighboring countries since many centuries because of her strategic geopolitical location in central Asia (Committee, 2006). **Figure 9** represents a brief historical image of foreign countries presence in Afghanistan in various historical periods. The establishment of regimes at every period in the country has always been influenced by the presence of superpowers, which brought extreme transformations or total replacement of previous regimes. The transformation or replacement of regimes definitely was followed by extreme changes in the political institutional structure and functions. For example, in terms of urban planning in each regime change some planning institutions were either established anew or some were abolished, which as a result caused much institutional complication among urban planning institutions. Because every newly established planning institution came with varied authority, role and responsibilities and introduced planning procedures and methods that were totally new to senior personnel of the planning intuitions.

Afghanistan became independent in 1919 under the leadership of Kind Amanullah Khan. Following the independence of the country, the King established and introduced a new administration under an independent state.

It was the period when Afghanistan witnessed the establishment of modern urban

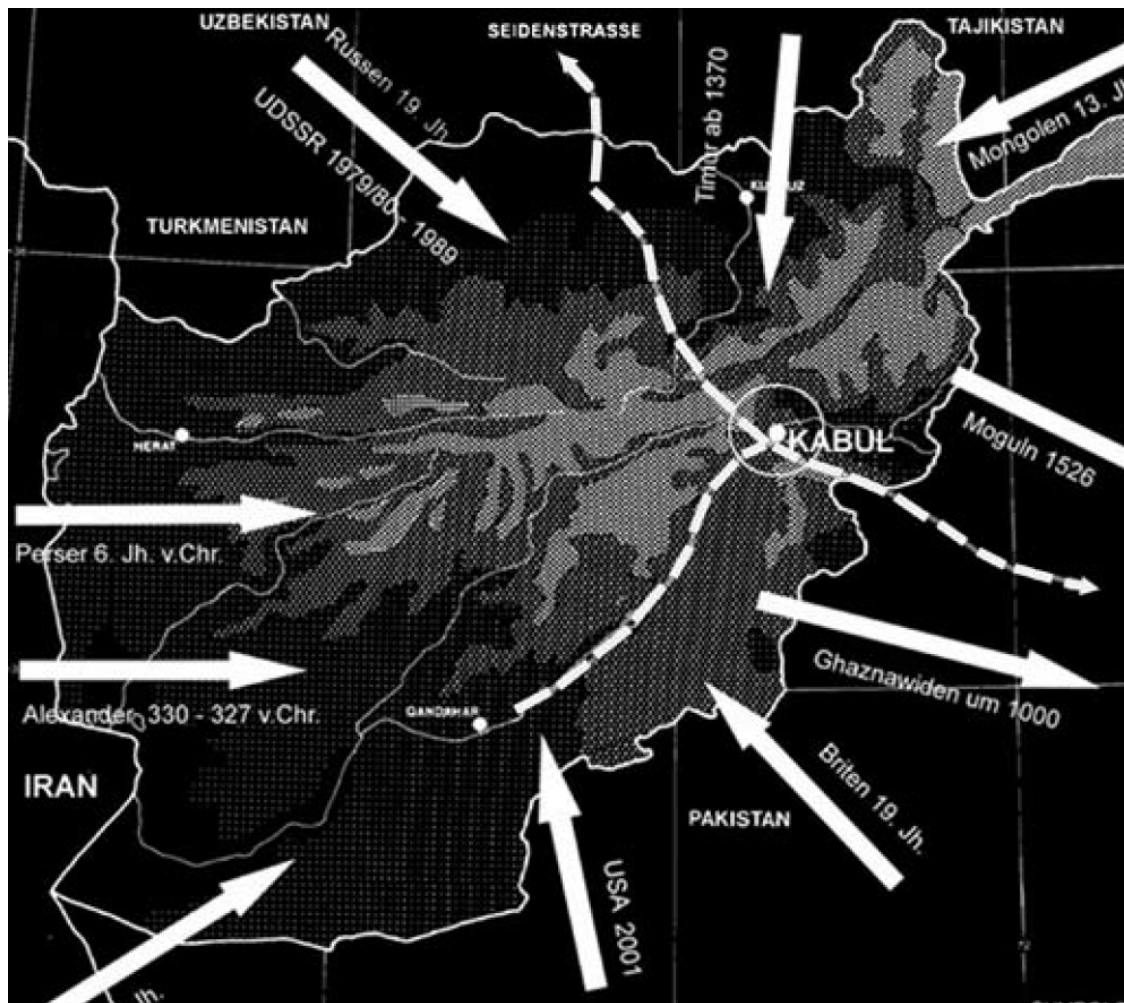
planning institutions for regulating urban planning functions and providing some basic public services for the first time during the twentieth century (1919-1929) (Mumtaz & Noschis, 2004) (USAID, 2010). According to the officials from the Ministry of Urban Planning Affairs, the other most evident change in urban planning institutions was during 1960s. In 1961, the departments of urban planning and building construction were established under Ministry of Public Works, which were responsible for preparation and implementation of city and town plans in Afghanistan. And later in 1964, municipalities were established based on the constitution of 1964 under the leadership of King Zahir, which were responsible to deal with urban planning related activities and provide necessary public services. Based on the constitution of 1964, the newly established municipalities were officially recognized as legitimate urban planning institutions, which were given the authority to carry out all kind of urban planning functions. Since then, the authority, role and responsibilities of municipalities have been changing. **Table 5** shows some sample responsibilities of municipalities in Afghanistan during 2015. In 1967, the department of urban planning and building construction in Ministry of Public Works were changed to the general directorate of urban planning and housing by the financial support of United Nations. The newly established general directorate of urban planning and housing has a bigger organizational structure like a ministry, which had the authority to prepare master plans for all cities in Afghanistan. In 1978, considering the national interests of country, the Government of Afghanistan request USSR to support the urban planning sector in Afghanistan. Following the request of the government, USSR in collaboration with Afghan experts established team, which prepared the master plan for Kabul City in 1978.

Although, in 1978, there were urban planning institutions such as municipalities and

the general director of urban planning for carrying out urban plan activities that was called SHTAPA, which means Urban Planning and Building Construction Institute. In 1984, SHTAPA was changed to PAMA, which means Central Institute of Building Projects. PAMA was given the authority and responsibility to prepare and implement plans in cities all over Afghanistan and institution was functional until 1992.

In 1992, the government of Afghanistan established the Ministry of Urban Planning Affairs (MUDL), which replaced PAMA. The National Development Strategy (ANDS) gives MUDL a leading role in various urban planning functions such as formulation of urban planning policy, preparation of master plans for cities in Afghanistan, supporting municipalities, provision of mass housing and urban development in cities all over the country. **Table 6** explains some sample responsibilities of the Ministry of Urban Development Affairs. After 2001 two more institutions were established, IDLG (Independent Directorate of Local Governance) and DCDA (Dehsabz City Development Authority). Both of the mentioned institutions are responsible for some urban planning related activities.

Figure 9 Historical Map of Foreign Presence



Source: Urban History and Development of Kabul City

Table 5. Sample responsibilities of municipalities

Service Delivery	<ul style="list-style-type: none"> • City Roads and streets construction • Road median construction and beatification • Ditches construction • Sidewalks construction • Waste collection and management • Provision of Safe, green and clean city • Construction of parks • Construction of slaughter houses/public latrines/bus stops/recreation centers
Administration	<ul style="list-style-type: none"> • Establish the institutional structures and mechanisms that will encourage community participation in municipal governance and administration and partnership with the private sector in municipal economic development. • Assist central agencies direct their plans and programs to reflect municipal sector priorities • Coordinate with the central government for compliance to urban development guidelines in implementing development projects within its jurisdiction. • Encourage the private sector to invest private capital within the municipality through clear regulatory and incentive frameworks. • Enter into corporate partnerships with the private sector in public economic ventures that aim to improve service delivery.
Regulatory	<ul style="list-style-type: none"> • Enact local legislations in support of national laws and municipal development priorities, as well as to improve efficiency and effectiveness of municipal governance and administration, • Establish regulatory and incentive frameworks for community involvement in municipal governance and in the provision of essential public services. • Impose and/or collect fines and penalties for non-compliance to governmental regulations. • Create local taxes, fees and charges and set rates to ensure full cost recovery.
Coordination	(VERTICAL AND HORIZONTAL)

Source: Independent Directorate of Local Governance

Table 6. Sample responsibilities of the Ministry of Urban Development Affairs

Urban Management and Arrangement	<ul style="list-style-type: none"> • Making, approval and implementation of the National Urban Policy • Urban and regional plans for major urban areas • Preparing Plans for the regional development strategy for all the zones • Strengthening the capacity of municipalities • Improving revenue and capacity building programs in thirty four provinces and major cities • Urban development plans, including plans for infrastructure investments made in twenty five major cities • Institutional capacity supported by educational plans, institutional reforms for effective governance in the country's thirty four provinces and major cities
Urban Infrastructure and Services	<ul style="list-style-type: none"> • Planning on water policy • Completing the project of water-supply (funded by the ARTF / KFW), which aims to use the underground water for about 50 percent of families of Kabul to have access to piped water • Better facilities for discharging wastewater for 50 percent of families in the capital • Preservation of ancient monuments and historic heritage cities: • Better facilities for discharging wastewater for in some big cities • Preservation of historic areas • Provision and registration of historic areas • Detailed plans for protection of historic areas • Improvement in non-plan areas, land development and housing: • Fifty percent access to urban land and shelter • Thirty percent increase in the provision of public land for housing and urban development activities • Housing in 12 provinces

Source: The Ministry of Urban Development Affairs

4.2 Urban planning in Afghanistan during 1960s to 1990s

The political influence of foreign countries especially superpowers have been greatly shaping urban planning practices in Afghanistan. During 60s and 80s many foreign countries were involved in urban planning activities in Afghanistan, particularly Soviet Union, United States and some European countries. Many major urban planning projects across the country can evidently reflect the particular qualities of each country's method of planning. During 60s, the central government of Afghanistan has enacted specific imported planning measures, based on which urban planning activities such as urban area planning, design, scale and style of architecture of building were regulated.

After the establishment of a Soviet Union backed government in Afghanistan, the government decided to transfer Soviet urban planning system in the country. In the beginning of the newly established government, detailed mega scale projects and master plans for cities across the country were prepared in the Soviet Union. In addition, the Soviet Union provided opportunities for many kinds of capacity development support through offering external consultation, urban planning and design training programs, and provision of scholarship programs for engineers and planners in the Soviet Union.

In early 60s, teams of Russian urban planner were being dispatched to Afghanistan from time to time in order to monitor their designs and give direct consultation to Afghan architects and engineers. There were three major groups that were involved in the transferring process of Russian urban planning practices, which included urban planning institutions, aid organizations and individual urban planning experts. All of the mentioned groups were working together with planning institutions in modernizing Afghanistan's cities and through their technical and financial support they have

contributed a lot to the infrastructure in many cities across the country.

The urban planning practices of Afghanistan during 60s to 80s are based on top-down technocratic approaches, where the urban planning institutions of the central government had the authority to plan and implements projects based on their own norms and standards. At some points the planning norms and standards set by the central government at that time did not reflect the true picture of Afghan society.

The urban planning institutions at that time included the departments of urban planning and building construction under Ministry of Public Works, the general directorate of urban planning and housing, Kabul Municipality, SHTAPA and PAMA as explained in previous section. The mentioned institutions have prepared master plans for many cities in Afghanistan during 60s and 80s, which were technically and financially supported by various other nations. In planning and implementation of master plan and other mega scale construction projects, the major role was played by the Soviet Union. Kabul City master plan that was designed during 60s can be a good example, which can represent the true nature of various countries involvement in urban planning activities in Afghanistan. During the beginning of 60s, Kabul City was developing based on some small sector plans prepared by municipalities. In order to regulate full scale development of the city, the government prepared three master plans for the city as described in **Table 7**

Table 7. Kabul City Master Plans

	Approved Year	Horizon Year	Planned Population	Covered Area (ha)
1st Master Plan	1962	1987	800,000	23,780
2 nd Master Plan	1971	1995	1,400,000	29,900
3 rd Master Plan	1978	2002	2,000,000	32,330
4 th Master Plan	2012	2025	6,600,000	102,300

Source: Kabul Municipality

The first time a master plan for Kabul City was prepared by a team of urban planners which had experts from Afghanistan, the Soviet Union and the France Republic. The proposed area of the master plan was 23,780 ha for the projected population of 800,000 people in the time frame of 25 years. The first proposed master plan was similar to master plans of 1960s in European cities. Kabul Municipality could not implement the first master plan due to some cultural and social obstacles. Therefore, the master plan was revised in 1962. In 1971, a team of urban planners, which included Afghan planners who were educated in the Soviet Union, planners from the Soviet Union and experts from UNESCO prepared a second master plan for Kabul City. The second master plan was planned for a projected population of 1.4 million people in the time frame of 25 years, which covered 29,900 ha area. Similarly, the second master plan was also alien to the social and cultural environment of the country, which proposed replacing the traditional courtyard type housing and historical sites by low rise residential apartments. There were variety types of low-rise apartments that were proposed in second master plan.

For example, about 10%- 15% residential area was allocated for 9-10 floor apartments, 65%-70% of the area was proposed as 5 story apartments, 20%-25% was allocated for 2-3 floors buildings and the rest of 15% was proposed for single family detached

housing. Furthermore, existing historical town of Kabul City was proposed to be replaced by commercial area, offices and low-rise apartment housing. Again, Kabul Municipality was not able to implement the second master plan as well, due to the mentioned challenges. Finally, the third master plan was proposed in 1978, which was prepared by Afghan and Russian planners. The third master plan was planned for the projected population of 2 million in the time frame of 25 years, which was covering 32,330 ha of area. The land use plan for the third master is shown in **Figure 10**.

Finally, the third master plan was approved by the government of Afghanistan, Kabul Municipality was given the authority to implement the master plan and other relevant governmental institutions were advised to cooperate with Kabul Municipality in the implementation process. KM was able to implement about 20% of the third master plan, because shortly after the approval of master, the political and security situation in Afghanistan has started to change and the country became insecure and unstable. The Soviet Union regime ordered the withdrawal of all Russian experts and personnel from Afghanistan during 1987 to 1989. And the implementation of the third master plan was suspended until 2001. After the establishment of new government in 2002, KM started the implementation of third master again and the municipality continued implementing the master until 2005.

Figure 10: Third Master Plan of Kabul City



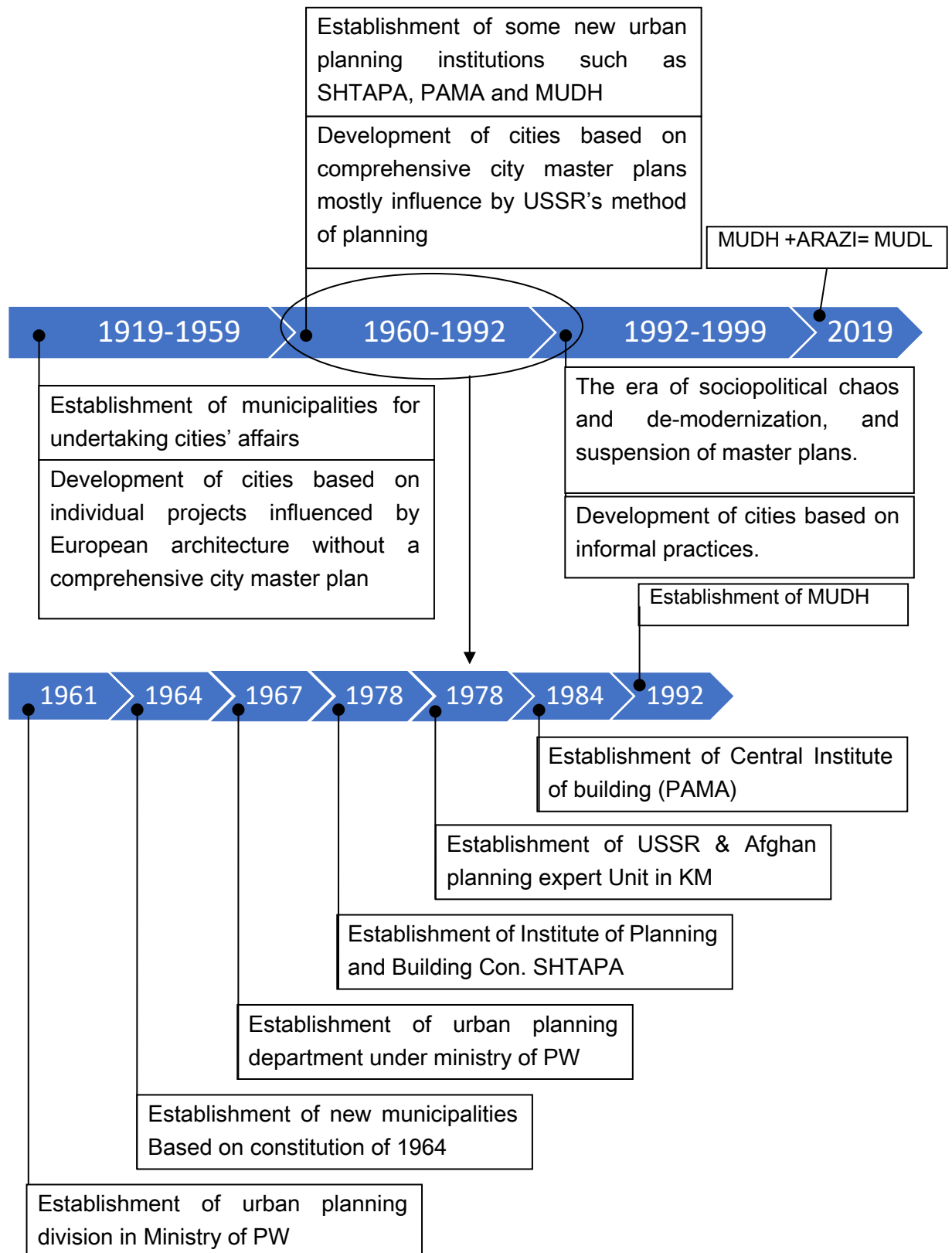
Source: Planning and Implementation Department of Kabul Municipality

4.3 Evaluation of urban planning institutions in Afghanistan during 1960s to 1990s

Figure 11 illustrates the historical development of urban planning institutions in Afghanistan during a specific period of time. It shows that during 1919 – 1959 municipalities were the only institutions that were responsible for dealing with urban planning affairs. A staff member from the department of urban planning in MUDL explains:

During 1919-1959 plans of huge projects such as roads, dams, palaces and other governmental buildings were decided by King, which were mostly influenced by European countries. And municipalities were implementing plans that were decided based on the Kings orders.

Figure 11: Historical Development of Urban Planning Institutions



Although during the period between 1919-1959 Afghanistan was going through a huge political and social transformation towards modernity, the country's urban planning institutions have not been given any required attention. Municipalities were established to deal with cities' affairs such as tax collection, city roads and streets construction, sidewalks construction, waste collection and management, construction of parks, etc. but they were not given any authority in terms of planning decisions. All the decisions related urban planning, policies and strategies were decided by the central government. The relationship of central government with lower tier of government and the public was a complete top-down relationship.

As shown in **Figure 11**, many institutional changes in urban planning institutions have occurred during 1960 – 1992. In 1961 a planning division was established in the Ministry of Public Work, which was given the authority to prepare and implement city master plans and building architecture plans. The head of planning division of MUDL explains:

The urban planning division in Ministry of Public Works was the only biggest division in the ministry, which was even bigger than some department of the ministry. There were many Afghan engineers and architects and many European planning experts particularly from France were working on preparing city master plans for big cities in Afghanistan and architectural and engineering plans for governmental buildings.

In 1994 a constitution was established under the monarchy of King Zaher under which many new municipalities with new responsibilities were created. A member in the Department of Planning and Implementation of Kabul Municipality explains:

New Municipalities and district offices with a proper organizational structure were established in all provincial city centers around the country.

The municipalities were established as autonomous bodies in terms of their revenue generation, but in terms of urban planning they were depended on the central government, so did not have the authority to make decisions on preparing master plans for their cities. But Kabul Municipality was given a special importance and it was established as an independent institution more like a ministry, and besides having all the responsibilities and authority that other municipalities have, it was also given the authority to prepare the master plan for Kabul City. Even now in the present regime, the Department of Planning and Implementation have the authority to prepare plans.

Although new municipalities with some new responsibilities and authority were established in all provincial city centers, the urban planning division was still involved both in planning and implementation of the master plans and architectural and engineering plans for governmental buildings. A staff of Kabul Municipality explains:

Kabul Municipality was established as an independent institution that was given the authority to plan for the municipal area of Kabul city, but at that time the urban planning division under Ministry of Public Works was planning and implementing some projects in the territory of Kabul Municipality. For example, the division planned and implemented residential areas in Kabul City such as Wazir-Akbar-Khan, Khosh-hal-Kahn, Khari-Khana, and Sayed-Noor-Mohamad-Shah areas. Similarly, such activities of the planning division were going on in other cities too.

In 1967 by the support of United Nations the division of urban planning in Ministry of Public Works was elevated to a Department of Urban Planning and Housing, which was given the authority and responsibilities to prepare and implement plans for all cities in Afghanistan including Kabul city and provided housing.

The Department of Urban Planning and Housing under Ministry of Public Works was functional until 1978. And according to MUDL, since the administrative staff of the department and its responsibilities and authority was far bigger than a department, the government changed it to an independent institution in 1978, which was called Urban Planning and Building Construction Institute (SHTAPA). The chief urban planning advisor of MUDL explains:

The reason SHTAPA was established is that it was very difficult to carry out urban planning and housing affairs of all cities in Afghanistan from a position of a department under Ministry of Public Works. And that is why the central government decided to establish SHTAPA. The new planning institution enjoyed the full autonomy of an independent institution and continued preparing master plans for many big cities of Afghanistan such Kabul, Kandahar, Mazar-e-Sharif, Herat, etc. And during this time municipalities were responsible for the implementation of the master plans and of course the ministry was sharing its professional knowledge and expertise with municipalities to efficiently implement the plans that were prepared by the central government. SHTAPA was also responsible for making urban planning policies and strategies. Most of the urban planning policies, strategies and standards made by SHTAPA were based on direct advice and supervision of foreign planning experts particularly from Russia and some Afghan expert trained in USSR.

SHTAPA continued functioning an urban planning institution, which was given the full authority and responsibilities of preparing and implementing master plans for all cities in Afghanistan including Kabul city.

But there at the same time Kabul Municipality was established as independent institution that was also given similar responsible which was only limited to Kabul municipal territory. In order to deal with unclear line of authority and responsibilities between SHTAPA and KM, a specific unit of urban planning experts that included both Russian planner and Afghan planners was established in KM in 1979. The Deputy Head of the Department of Planning and Implementation of KM explains:

Since the establishment of new institutions such as the Division of Urban Plan and then the Department of Urban Planning and Housing in the Ministry of Public Works and SHTAPA, they all worked on preparing the First and Second master plans for Kabul City by the direct support of foreign experts from United Nations and USSR, but the plans they have prepared had lots of issues that KM had not been to implement the plans. Also, KM was always questioning both its own and the other institutions' authority and responsibilities that were not clear among them. That is why, based on the recommendation of the central government a special unit of USSR and Afghan planning experts was established in KM, which finalized a Third master plan for Kabul City in 1978.

In 1984, because of some changes in the administrative structure of SHTAPA, it was changed to the Central Institute of Building Projects (PAMA). Based on the information from MUDL, PAMA was also authorized and responsible for preparing master plans for all cities in country and it was also responsible for preparing and implementing big scale construction projects. In 1992, PAMA was changed to the Ministry of Urban Development Affairs (MUDL). The Director of Strategic Planning Department explains:

During 1992, the administrative structure and responsibilities of PAMA has increased to a large extent and it was too big to function within an institute, and that is why the government decided to establish a ministry instead in order to deal with urban development affairs. MUDL was established as an institution that was given the ministerial authority to prepare and implement not only city level master plans but also strategic regional plans and make urban planning policies and strategies. All master plans were prepared by MUDL, which were then sent to presidential office for the approval. After the approval of master plans by the president, the original versions of plans were kept in MUDL's archive and copies were being sent the municipalities for implementation. It was needed to prepare many structure and detail plans for each master, so it was also the responsibility of MUDL to prepare all such plans.

It is very obvious that from 1919 to 1989 Afghanistan has gone through many changes in regimes and was heading towards becoming a modern nation. For example, during King Amanullah Khan from 1919 – 1929 Afghanistan started to head towards modernization for the first time, that period of time is still remembered as the era of Rapid Modernization of Afghanistan. The king established a new constitution based on modern ethics that focused on equal rights and individual freedom. As Louis Dupree writes:

“Under Soviet influence, Amanullah tried to move his country too far, too fast, too soon, and with too little internal support, however, and his downfall during the 1929 tribal revolts which rocked the country was a setback for Soviet policy.” (Dupree, 1979)

From 1929 – 1933 a new kingdom under king Nader Shah was took control of Afghanistan. King Nader Shah did not believe what King Amanullah Khan started, so the new ruler most of the changes that were brought by King Amanullah Khan. Many believe that the period of King Nader Shah has slowed down the modernization speed of Afghanistan that was accelerated during King Amanullah Khan's period, because his policies were too cautious and conservative. The period from 1933 to 1973 is characterized by extreme sociopolitical and institutional changes and transformations, besides the large economic and military support of USSR to Afghanistan continued. USSR planners replicated the Marshall Plan, which was the initiative of The United States that supported Western Europe, and based on that the USSR changed the social and political institution in Afghanistan. As Louis Dupree writes:

“Soviet planners took their cue from the success of the Marshall Plan, under which the United States helped rejuvenate the wrecked economy of Western Europe. Why, reasoned Soviet planners, could economic assistance not be used to gain control of selected nations in the developing world? In short, Afghanistan became, a testing ground on which to determine whether or not simple economic penetration could enable the USSR to shape the recipient nation's social and political institutions...” (Dupree, 1979)

Afghanistan's social and political institutions continued shaping and reshaping using the USSR version of Marshall Plan for the country until 1992. Many master plans have been prepared for big cities in Afghanistan by the planning institutions that were established under the influence of USSR.

The speed and movement of Afghanistan towards modernization is clearly expressed in the discourses of the interviews of historians.

From the discourses it is also noticeably understood that although from 1919 to 1992 Afghanistan was becoming a modern and developed society that was based on equal rights and individual freedom, on the other hand the process of preparing city master plans was yet based on top-down procedures. During the mentioned period, in every new regime some new urban planning institutions have been established or transformed, but the process of preparing the plans was both under the complete control of central government and of course the process itself and institutions were influenced by the presence of a foreign nation. The discourses also point out that there was no coordination of central government institutions with sub-national and civil society groups, because the central government has totally dominated the process of planning. In addition, the urban planning institutions of the central government did not establish any institutional framework that could lead the country to prepare and implement master plans based on the cultural and social value of what Afghan citizens wanted. Instead the central government imported urban planning theories and norms from abroad, and most of the time master plans were prepared either by the influence of foreign nations or directly by the foreign experts, which were then handed to municipalities for implementation.

This page is intentionally left blank

Chapter 5

Current Urban Planning in Afghanistan

5.1 Urban planning in Afghanistan after 2001

After 2001, the urban planning practices in Afghanistan changed, due to the replacement of the previous regime and transformation of social and political institutions of the country. The newly American backed established government has established many new social and political institutions at both national and sub-national levels of the government. The establishment of new institutions with different layers of authority, roles and responsibilities, applies to all formal and informal governmental institutions including urban planning related institutions. Shortly following the establishment of American backed government in Afghanistan, some new actors and stakeholders appeared in urban planning environment of Afghanistan. The emergence of new actors and stakeholder in the urban planning has resulted in three phenomena such as Private sector-led urban development, involvement of international funding agencies' and NGOs' in urban planning and Delegation of certain planning roles to new institutions, which are separately discussed under this chapter.

The establishment of new institutions led to an environment of confusion both for the government official and the citizens. For example, there was not clear division of authorities and responsibilities among the new and existing institutions, which resulted in duplication and overlap of activities and waste of financial and human resources. In order to deal with such challenges and issues, the government of Afghanistan developed a national development strategy in 2008. In terms of urban development, Afghanistan National Development Strategy (ANDS) has specifically devolved some authority and functions to provincial cities and municipalities.

ANDS for urban development affairs particularly focuses on decentralization of power, citizen participation in planning and involvement of private sector in urban planning.

5.1.1 Private sector-led urban development

The involvement of private sector in urban planning of Afghanistan is a phenomenon that emerged after the establishment of new government during 2001. Since then, private sector has been involved in carrying out some mega scale urban planning related development projects. The new interventions of private sector in Afghanistan have started to transform the overall environment of urban development and have affected the institutional relationship of private sector with the public sector. The decision of the government of Afghanistan on involving and promoting public-private led urban development is being followed by a series of issues and challenges and it has its positive and negative sides. For example, following the end of civil war in 2001, city centers across the country have experienced an unexpected influx and return of internally displaced population, which excessively increase the demand for urban land development, need for housing supply and other public services. Due to the reason, the newly established government did not have the potential ability to timely supply for such an unexpected increase in the demand for the urban services.

In order to deal with the mentioned urban challenges, the government decided to involve and promote private sector interventions in the development within all sectors across the country. Since then, the private sector in coordination with the public sector have been very active particularly in urban development sector and it has contributed a lot in terms of supply housing through planning and developing private townships and mega scale housing projects in some big cities of Afghanistan, which can be seen as positive side of this phenomenon.

However, the interventions of private sector have led to some institutional confusion in the public-private relations. For example, first, the role and responsibilities of private sector, which have been specified in ANDS, are explained under very general and broad condition and they are not followed by detailed policy documents and written regulations and procedures. Second, the government of Afghanistan is new to the experience of involving private sector in urban development affairs; also, it is a new experience for private sector to be involved in urban development in Afghanistan. The new environment of public-private relations in urban development in Afghanistan is difficult and challenging for both sectors to develop the projects based on the principles of private sector-led urban development. A clear understanding of responsibilities among the two sectors is not yet defined. Due to the mentioned reason, in some cases the public sector is not well aware that they have to deal with the situation from a different angle. Similarly, because of the unclear definition of role and responsibilities of both sectors, the private sector is also facing many problems in understanding their responsibilities in cooperation with public sector. For instance, in some projects the private developers have played a dominant role by managing the whole projects' cycles that usually caused some institutional tension between the two and as a result affected the development progress of the projects.

5.1.2 International funding agencies' and INGOs' role in planning

Since the establishment of the new government, international aiding community and INGOs have been playing an active role in supporting Afghanistan through their extensive support programs. Most of the mentioned institutions are busy promoting citizen representation, empowerment, participation and consultation in various social and political activities within the government across the country.

Particularly, the international aid community and INGOs have continuously and excessively contributed to physical urban development of the country.

The group of international aid community and INGOs consists of many various independent agencies from some developed countries that technically and financially support the development in Afghanistan. The agencies that are specifically involved in the area of urban planning and development are: The World Bank, German Financial Cooperation (KfW), Japan International Cooperation Agency (JICA), Swiss Development Corporation (SDC), United States Agency for International Development (USAID) and United Nations Centre for Human Settlements (UN-HABITAT) and United Nation Development Program (UNDP). In the area of urban planning and development, the mentioned agencies are supporting the government of Afghanistan in preparing and implementing master plans, development and improving urban measures, provision of housing and urban transportation and supporting some basic urban services. Yet, the government of Afghanistan does not have a clear institutional framework for the activities of the mentioned agencies. That is why, at some points the wide involvement of international aid community and INGOs in urban planning affairs has been leading to many issues and challenges, which cause confusion about the degree of their involvement in urban sector, which sometimes slow or stop their progress in completing the projects. For instance, some international agencies manage the planning activities in consultation with only one or two governmental institutions, and keep out the rest of the affected stakeholders or institutions out of the context. And some urban issues have been reached out by some international agencies at the same time without coordination between international agencies and among the governmental institutions, which lead to the duplication of activities and results in waste of financial and human resources.

5.1.3 Delegation of certain planning roles to new institutions

ANDS of 2008 revolved some certain roles and responsibilities to provincial municipalities and other planning institutions both at national and sub-national government levels. Before the formulation of ANDS, provincial municipalities were all under the control and regulation of Ministry of Interior Affairs, but ANDS brought municipalities under the oversight of a newly established institution, which is called the Independent Directorate of Local Governance (IDLG). IDLG was established in August 2007 and it is given the responsibility to strengthen good governance at sub-national level, provide public services, and consolidate stability, accountability and transparency at local level. And all the civilian related responsibilities of the Ministry of Interior Affairs were transferred to IDLG. For regulating, managing and overseeing municipal affairs of provincial municipalities (excluding Kabul Municipality), IDLG has a separate department, which is called the General Directorate of Municipal Affairs (GDMA). GDMA's main responsibilities include the following functions:

- Support municipalities in providing basic social services and infrastructure.
- Formulate and implement municipal policies, rules and regulations.
- Facilitate drafting and developing Strategic Municipal Planning.
- Supervise and control municipal financial affairs.
- Provide coordination for the involvement of the private sector to improve socio-economic conditions of citizens.
- Enhance public participation in municipal decision--making.
- Improve management systems in municipalities.
- Build capacity of municipal staff.

GDMA has six sub-departments that include Department of Administrative and Financial Affairs, Department of Urban Services, Department of Strategic Planning

and Urban Development, Department of Economic Development, Department of Policy for Revenue and Department of Statistics and Reporting. GDMA in coordination with the Ministry of Urban Planning Affairs (MUDL) are working together with provincial municipalities for providing urban services across the country. Although the two institutions MUDL and GDMA have signed a memorandum of understanding (shown in the box bellow) related to urban planning activities, there still remain certain challenges and issues that lead to confusion and directly affect the progress of urban planning functions.

Signed MoU between MUDL and GDMA

1. The basic needs of urban sector, including studies, research, surveys, design, and implementation and monitoring the urban affairs in all provinces will be conducted in full coordination and cooperation of these two agencies.
2. The financial support for service delivery, including development of maps and plans; and conduct of studies will be provided to MUDL by IDLG.
3. The enforcement of projects between these agencies will be carried out using a robust process. The technical needs of the projects in the provinces, considering the scientific standards and governors' approval, will be proposed by IDLG and an assessment will be sent to MUDL. The implementation of the project will then be finalized as a result of joint meetings of both parties' specialists. Following this the details of the projects will then be sent to the relevant municipalities for implementation. Outside this process, none of the projects from other local authorities will be assessed and implemented.
4. The key objectives of provision of urban strategic plans will include, but not limited to, poverty eradication, proper use of land, avoid usurpation, balancing housing demand and identifying the right direction of the urban development. As Afghanistan's urban sector needs these kinds of strategic plans, thus it is deemed necessary to be the priority of these two organizations.
5. Capacity building workshop and technical and management skills development trainings will be conducted upon request of municipalities and will be decided by join committee of these two agencies.
6. MUDL directors and Mayors of all municipalities are responsible to act with full understanding of urban affairs, including development projects, extensive plans and the top management meeting decisions.
7. In order to enrich the municipalities' archives, a copy of final documents, including but not limited to research, plans, maps and photos, will be given to IDLG.
8. Review and timely update of the five-year master plans of big cities e.g. Herat, Mazar--e Sharif, Kandahar, Kunduz and Jalalabad, will be conducted in close coordination with IDLG

Source: GDMA

In 2006, pursuant to a decree by the President of Afghanistan another independent urban planning institution was established, which is called Dehsabz - Barikab City Development Authority (DCDA). DCDA is an institution that was specifically established to prepare and implement a master plan for Kabul New City. The idea behind the establishment of DCDA was to create an institution that will be able to collaboratively prepare and implement the master plan for a new city, which can promote growth and economic prosperity at national and sub-national levels. DCDA functions directly under the president's office and is managed by a board of directors, which brings together all urban planning institutions and stakeholders. The board of directors consists members from the following institutions: A senior advisor to President and urban planning specialist who is the chairman of the Board, minister of agriculture, irrigation and livestock, minister of urban development, minister of finance, minister interior, minister of economy, mayor of Kabul City, CEO of DCDA as a member, general director of IDLG, CEO of Afghanistan Chamber of Commerce and Industries and some private sector representatives and urban planning specialists. Yet, the establishment of DCDA, its level of authority, role and responsibilities has further increased institutional challenges and issues among the involved stakeholders. Many officials at KM and MUDL criticize the establishment of DCDA and suggest that the task of new city development should either have been taken by KM or MUDL.

5.2 Urban planning institutions' issues

Similar to other countries, urban planning activities in Afghanistan as well have been divided among various governmental institutions. However, in Afghanistan in terms of urban planning, management and implementation sector responsibilities are not clearly defined and separated between institutions based on a transparent institutional

framework. For instance, IDLG that is a newly established institution is given the authority and responsibility to oversee and manage municipal functions of provincial municipalities, but at the same time there is MUDL that deals with many activities that are listed under the responsibilities of IDLG such as facilitate drafting and developing strategic municipal planning, capacity development of municipal staff and etc., which leads to confusion and duplication of activities. On the other hand, municipalities are given the authority to act independently in terms of collecting revenues, formulating budgets and hiring their personnel. Yet, GDMA is given the responsibility to formulate and implement municipal policies, rules and regulations and supervise and control municipal financial affairs. And still provincial municipalities face various problems such as poor revenue generation systems, their organizational structure is not linked to strategies, their personnel need capacity development and so on. Similarly, there are also other institutions that are facing problems and challenges such as ministry of interior, which is given the responsibility to deal with urban traffic control, ministry of transport which provides public transportation and deal with traffic issues, ministry of water supply and sanitation is responsible to water supply and management, etc. their list of roles and responsibilities are not clearly defined based on clear regulatory processes. The lack of well-planned technical capacity development programs in urban planning institutions is a huge issue. Although MUDL and IDLG are given the responsibilities to deal with such issues, the problems still continue to grow. Both MUDL and IDLG will not be able to achieve their goals, until they clearly define and specify their individual and shared roles and responsibilities based on transparent policies and regulations.

Reviewing the authority, roles and responsibilities of institutions that are involved in urban planning activities in Afghanistan reveals the fact that the emergence of the

mentioned recent three phenomena in the context of urban planning of Afghanistan carries some significant factors that affect and undermine collaborative urban planning activities. The factors are mainly separated in two categories of external and internal factors. One of the major external factors that results in transformation and change of urban planning institutions and their methods of planning is the interest and intervention of foreign countries in the policies of the government of Afghanistan, because of the country's strategic geopolitical location. Such interventions were usually followed either by establishing completely new regimes or transforming institutions, formulating new policies and regulation and introducing new planning practices. The factors that internally affecting the urban planning system of Afghanistan are related the conflict of interest among planning institutions and lack of transparency in power distribution at national and sub-national levels. An example that can justify the mentioned facts can be the comparison of the Soviet backed government of 1980s and the United States backed government of 2001. The urban planning institutions that were established during 1980s followed a system of planning, which was introduced by the Soviet Union. And most of the technical personnel of urban planning were trained and educated in Russia to be able to implement the Russian introduced system. And when the Soviet backed regime of Afghanistan changed to the United States backed regime in 2001, it introduced a new system of planning to existing institutions and obviously it established some new institutions as well. The new institutions adapted the new systems but the existing institutions with trained urban planning personnel in Russia are struggling with applying new systems and most of time they rely on using the previous methods, which do not match to new strategies. All the governmental urban planning institutions, international aid community, INGOs and private sector have almost common goal, which is to support the urban

development in Afghanistan. Yet, each institution follows its own strategy that is not based on collaborative system. And the mentioned problems and challenges among institutions undermine the inter-institutional collaboration and coordination and consequently slow down the overall progress of urban planning functions. The final results of their activities are duplication of activities and waste of technical and financial resources.

5.3 Evaluation of urban planning institutions in Afghanistan during 1990s to 2010s

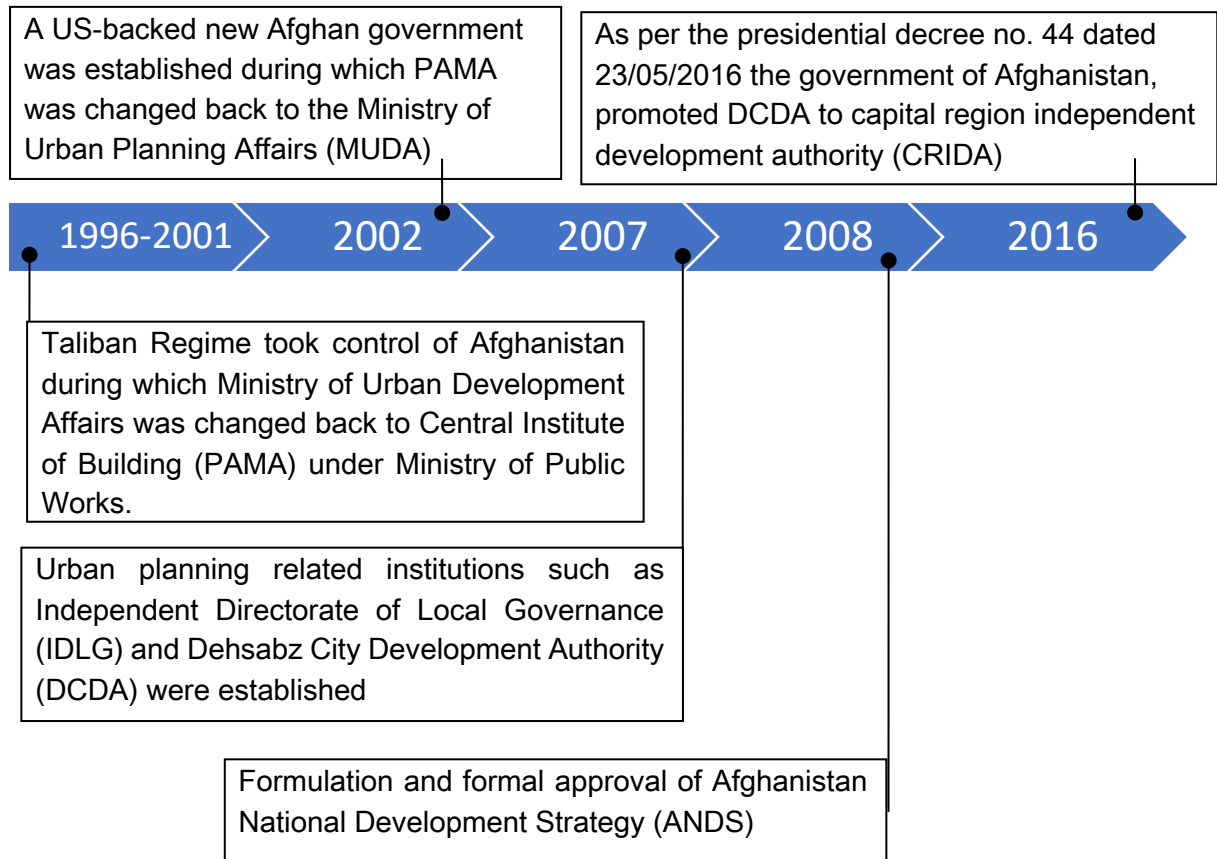
Part of the historical development of urban planning institutions in Afghanistan is shown in **Figure 12**. The period from 1992 to 2000 is known as the era of sociopolitical chaos and de-modernization, and suspension of master plans. During the mentioned period of time Afghanistan has witnessed two of the worst regime changes in the history of the country. The first regime that is known as the Mujahideen Regime (Islamic State) governed Afghanistan from 1992 to 1996, which was the result of several years of fighting supported by the US against the USSR led government. A staff of the Department of Planning and Implementation of Kabul Municipality explains:

Mujahideen's Regime was a social and political disaster that has destroyed all the great achievements of previous regimes. The regime has destroyed most of the social and political institutions of the former regimes believing that most of the institutions of former governments were un-Islamic and based on teachings and practices of communism that shaped the former Soviet Union.

Also, a staff of the Department of Hard Infrastructure Design of the Ministry of Urban Development Affairs explains:

Mujahideen's Regime was made out of seven factions that were supported by the US and they together have overthrown the USSR led Afghan government, but they failed to reach a compromise agreement on distribution of power, and as a result of which a civil war started between the seven factions that destroyed both the physical and social infrastructure of Afghanistan. In addition, during the brutal regime of Mujahideen many professional personnel of former regime were assassinated, because the regime believed they were trained by the Soviets, so they were no use to their regime and many other personnel of former regime fled the country to foreign countries.

Figure 12: Historical Development of Urban Planning Institutions from 1996 to 2016



Source: Author

After the partial collapse of Mujahideen' Regime, Taliban took control of about 70% of Afghanistan's territory and established a new government from 1996 to November 2001 that was called The Islamic Emirate of Afghanistan. During Taliban's regime, the Ministry of Urban Development Affairs was changed back to the Central Institute of Building (PAMA) under Ministry of Public Works. A staff from the Department of Urban Planning and Land of MUDL explains:

The civil war ended during Taliban's regime in territories that were controlled by the Taliban and the crime rate has significantly dropped, and yet many people fled from the country to foreign countries. Because the regime brought many institutional changes and shrank many other institutions for instance the regime totally banned women personnel from working, changed Ministry of Urban Development Affairs to an institute under Ministry of Public Works and suspended most of the master plans. Both regimes of Mujahideen and Taliban have misrepresented the true values of Islam, not only that they also destroyed everything the former regimes achieved till 1991. During both regimes, the planned development has almost completely stopped, and cities continued growing informally.

From the discourses of interviewees, it is quite obvious that from 1996 to 2001 there were no measurable achievements related to urban planning and development, instead during the mentioned period most of the achievements of former regimes were destroyed and even the master plans were suspended because of not being prepared based on their valued criterions.

After the fall of Taliban's regime in November 2001, a new Afghan government was established by the direct support of the US in December 2001. The US supported new government of Afghanistan convened a new cabinet of minister, where the Central Institute of Building (PAMA) was changed back to the Ministry of Urban Development Affairs in 2002. In addition, later in 2007 two other new urban planning related institutions were established such as Independent Directorate of Local Governance (IDLG) and Dehsabz City Development Authority (DCDA).

Also some institutional changes were made on sub-national level and the private sector was given to opportunity to function as a key stakeholder beside the government, besides the central government granted both the new institutions and sub-national level institutions a new line of authority and responsibilities. Regarding the establishment of DCDA a staff of Urban Planning Division of DCDA explains:

After the American-backed government took control of Afghanistan in 2001, the major big cities of the country became relatively peaceful, and since then the US has been supporting the democratization of Afghanistan. As a result, the major cities of Afghanistan have faced a sudden influx of not only the refugees who fled the country during Mujahideen's and Taliban's regimes, but also a huge number of people relocated from insecure provincial areas to major cities, which triggered speedy informal development within city centers. Particularly, informal development in Kabul City was out of control of KM and MUDL that is why, the central government decided to make a new city in order to reduce the burden of population on Kabul City and relocate the growing population to a new city. As result of central government decision DCDA was established, which was given the authority and responsibility of preparing a master plan for Kabul New City.

According to DCDA's staff, the establishment of DCDA took about three years and it was a long bureaucratic process that went through four stages, which is shown in

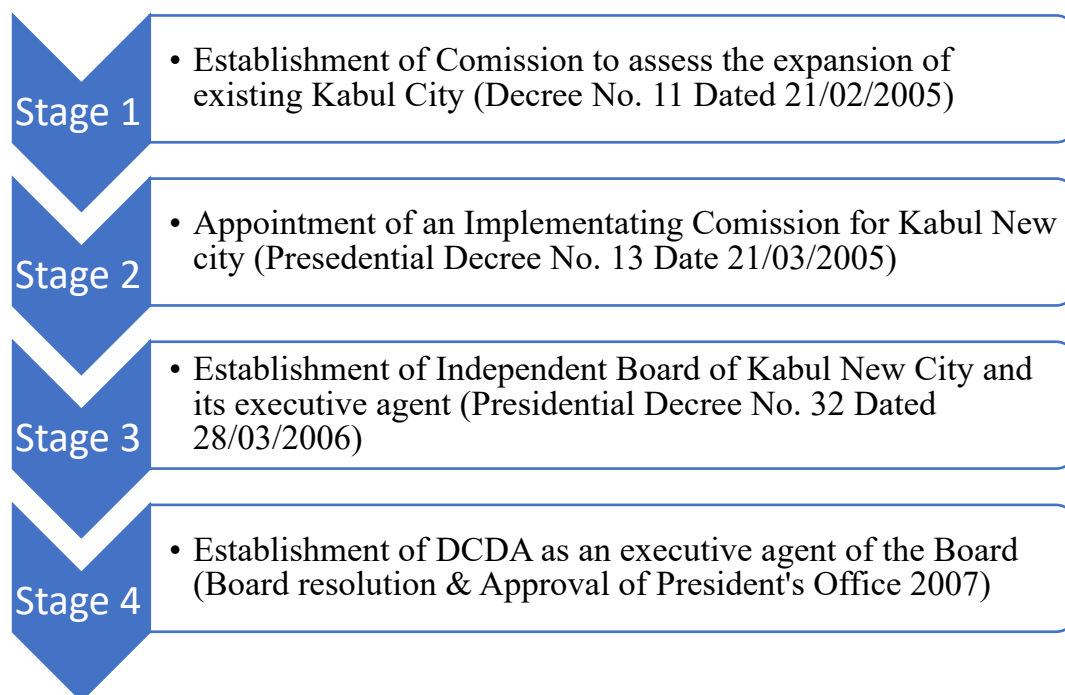
Figure 13. Regarding the establishment process of DCDA, a staff of admin division of DCDA explains:

In the first stage the president appointed a special commission in 2005 to do a detailed survey of the current problems and issues of existing Kabul City in order to either find out practical solutions for the currently problems of

existing city or propose some possible expansion sites that could deal with the current issues. The appointed commission started their surveys and collected data about the current problems of existing Kabul City from some governmental and non-governmental institutions such as KM, MUDL, WB, JICA, UNHABITAT, USAID, etc. Eventually after a month, the commission found out a huge number of problems such as over population, lack of clean water, continues fall of water level in Kabul basin, degradation of environment of the city because of air pollution and no central sewerage treatment system and so on. However, the commission did not propose any practical solutions for the mentioned problem to be solved within the existing city; instead they proposed a site to make a new city from the scratch. In the second stage the presidents appointed an implementation commission to survey and analyze the proposed site, and find out the possibility of developing a new city in the proposed site. In the third stage the president established an independent board for Kabul New City that included high ranking officials like ministers, deputy ministers, mayor, etc. from all the institutions that are involved in urban planning activities. The purpose of establishing the board was to reach to common decisions collaboratively in a short span of time. Finally, in the fourth stage, DCDA was established and authorized independent institution to prepare the master plan for Kabul New City.

Following the establishment of DCDA, in 2007 the central government of Afghanistan established the Independent Directorate of Local Governance (IDLG). A staff of General Directorate of Municipal Affairs of IDLG explains the reasons behind the establishment of IDLG:

Figure 13. Establishment Stages of DCDA



Before the establishment of IDLG, municipalities were under the control and supervision of the Ministry of Interior Affairs. But the population in cities continued growing very fast and as result the civilian related responsibilities of the ministry was increasing, besides the ministry of interior affairs most important responsibility is the security. That is why the central government established IDLG and made it authorized to oversight the activities of all provincial municipalities. Within IDLG there is a separate directorate that is called the General Directorate of Municipal Affairs (GDMA), which is responsible for supporting provincial municipalities in all urban development related activities.

In April 2008, the central government of Afghanistan formally formulated and approved Afghanistan National Development Strategy (ANDS).

The actual formulation of ANDS started as an interim report in 2005. According to MUDL, while formulating ANDS, the government of Afghanistan has involved a wide number of stakeholders for example all governmental institutions, elders and religious leaders, private sector, local NGOs, INGOs and International funding community. The document focuses on a number of key strategies that can and will play a crucial role in the development of Afghanistan such as SECURITY, GOVERNANCE, RULE OF LAW, HUMAN RIGHTS and ECONOMIC AND SOCIAL DEVELOPMENT of the country. Under the ECONOMIC AND SOCIAL DEVELOPMENT section of ANDS, some special strategies were formulated for urban development affairs. In a section of ANDS for urban development, it is read:

The ANDS strategic objective for urban development is to greatly improve the management of urban areas through devolution of authority and responsibilities to municipalities in a way that improves urban infrastructure and services, reduces urban poverty and allows urban residents to live safe, healthy and productive lives and cities to grow and prosper.

More is now being done under the ANDS to devolve authority to municipalities. The urban development strategy is designed to improve urban governance through: (i) decentralization, participatory processes, market-based approaches, and improved regulations; (ii) capacity building at all levels of urban governance; (iii) establishing a clear national land policy, including urban informal settlement policy; (iv) improved revenue generation in cities through direct cost recovery for and economic pricing of urban services, property-based taxes, and use of computer systems; (v) expanding urban upgrading pilots, including phased regularization of informal settlements, and programs to meet the immediate housing, tenure security and

service needs of the poor and vulnerable people; (vi) increasing the supply of serviced land by developing new urban areas, especially within the cities, to meet the present and future housing needs of the people; (vii) improving city-wide basic infrastructure and services, in particular water supply, sanitation, roads and green areas; and (viii) rehabilitation of urban heritage facilities and sites. (Government of Afghanistan, 2008)

One of the purposes of formulating ANDS for urban development was to change the centralized and top-down urban planning processes to a more participatory version of urban planning. There are some key discourses that are mentioned in the ANDS document, which points out to collaboration and participation of a wide number of stakeholders in the urban planning process such as *devolution of authority and responsibilities to municipalities, decentralization, institutional coordination, participatory processes, and market-based approaches*. How does MUDL use the ANDS of urban development while making the plans? And does MUDL have specific policies related the mentioned discourses in the strategy? In answer to the above questions the chief planner and advisor to MUDL and the former Deputy Minister of MUDL explains:

MUDL does know that strategic regional plans and master plans should be prepared not only by MUDL, but other stakeholders such as governmental institutions involved in urban planning, NGOs and public should also be part of the planning process. And MUDL is trying to incorporate ANDS in planning processes as much as possible. However, MUDL has not formulated any specific policies or an institutional framework yet that could direct the right incorporation of ANDS in urban development affairs.

The government did devolve the authority of decision making to municipalities and some newly established institutions based on ANDS, and yet the central government selects the mayors who should be elected. In terms of private sector, I should say that government did give the private sector the opportunity to side and support the government in urban and economic development of the country, but MUDL, IDLG and municipalities still do not have formal procedures on how the private sector should be involved. I believe Private sector is one of the key stakeholders in the preparation process of urban planning and it is very important for us, because currently the government of Afghanistan is very weak financially. And the private sector has played a bigger role in the development sector. Personally, I believe private sector in urban planning affairs is like a strong wild river, if it is controlled properly it will bring development and if not, it will destroy you. That is why there is a need of a strong government to control the private sector. But the government of Afghanistan is weak in so many ways and the private sector is not controlled by the government of Afghanistan. I think that municipalities are responsible to control the planning operation of private sector; but some municipalities' officials have personal connections with private developers, which creates many problems in the way preparing and implementing the master plans.

The chief planner and advisor to MUDL and the former Deputy Minister of MUDL said that “MUDL is trying to incorporate ANDS in planning processes as much as possible.” The question is how MUDL really incorporates ANDS in the preparation process of planning? He further explains:

About five years ago, when I was the deputy minister, MUDL has established a commission by order of President Karzai. The stakeholders' commission had representative from all the governmental institutions involved in urban planning affairs and most of the representatives were high ranking official such as deputy minister, deputy mayor and heads of departments. MUDL was organizing regular meetings once or twice a month discussing important issues on regional plans and reaching to common decision collaboratively. But now MUDL does have such a commission, the stakeholders' commission is dissolved because of some political reason that I don't want to discuss. Also, MUDL has some other issues related making master plans for example financial issues is key issue, sometimes MUDL cannot allocate enough financial resources to pay for the expenses of MUDL's technical team to stay and work in the provincial city or sometimes the allocation of financial resources takes a long time, which delays the whole process of planning. The second major problem is the issue of insecurity in some provincial regions of the country. MUDL has made many master plans without involving the provincial cities' stakeholders such as the provincial municipalities, line departments of central government in the provinces and the public because of not being able to go to those places. And I know all those plans are considered incomplete and not practical from my point of view. But in some provinces that are peaceful, the planning expert team of MUDL meets with the elected representatives of people through provincial councils. During the preliminary studies the representatives of people are present and a survey is conducted through SWAT analysis.

By the help of SWAT analysis most of the key problems and issues are identified, their strength and weakness are analyzed and publics' opinion about their needs is asked. Lastly, MUDL produce the final document of master plan that is approved by the president.

From the comparison of document discourses and interviewees' discourses it appears that the establishment of formal new institutions and formulation of urban planning strategies did produce an institutionalized power, but on the other hand, the absence of specific and detailed institutional framework and policies to direct and control the institutionalized power has triggered institutionalized power conflicts. It can be understood from the interviewees' discourses, in fact, the absence of detailed institutional framework and policies, gives both the formal and informal institutions the opportunity to bend their power the way which favors their personal needs. Such power, as Bent Flyvbjerg writes, "*Power, quite simply, often finds ignorance, deception, self-deception, rationalizations, and lies more useful for its purpose than truth and rationality.*" (Flyvbjerg, 2003). Similarly, in Afghanistan's case, some of the urban planning involved formal and informal institutions have created a back-stage power play environment within which they are misusing the politics and authority for creating rationalities and realities that are based on individual self-interests of each institution.

5.4 Evolution of Urban Planning Institutions in Afghanistan

As explained in the historical review of urban planning institution in Afghanistan, since 1919, the urban planning institutions of Afghanistan has undergone urban planning institutional cycle within which master plans, strategies and policies of planning and development were prepared and implemented by new institutions.

The evolution of urban planning institutions has occurred within repeated upheavals in Afghan society. For example, the upheavals were civil wars, political revolutions, and changes of regimes. Currently there are many different institutions of urban planning and development in Afghanistan, which have evolved in different ways due to the mentioned upheavals in the country. Particularly, most of the newly established urban planning and development institutions of Afghanistan have emerged in a spontaneous manner. There are diverse groups of stakeholders that are part of the network of the current urban planning institutions. The diverse groups of stakeholders include the National government's institutions, agencies and institutions at sub-national level and various groups of stakeholders of civil society. The evolution process of urban plan institutions has frequently changed the relationships among the involved stakeholders in the process of urban planning and development. In order to understand the changes in the relationships among diverse groups of stakeholders, the evolution of urban planning institutions is evaluated based on the research framework that is shown in **Figure 6**. The research framework basically focuses on the three analytical viewpoints that form the basis of the relationships among diverse groups of stakeholders who prepare and implement urban development plans. The analytical viewpoints include collaborative preparation of planning strategies and policies, and sharing technical knowledge, sharing both the perception of real situation and lay knowledge, and coordination and conflict resolution. To understand the evolution process of the planning institutions based on the mentioned analytical viewpoints, it is evaluated in four episodes. The four episodes of evolution of urban planning institutions include the period from 1919 to 1959, the period from 1960 to 1992, the period from 1992 to 2001 and the period from 2001 to 2008.

In the first period that extends from 1919 to 1959, Afghanistan has witnessed rapid transformation towards modernization. In 1919 Afghanistan became an independent nation, after Great Britain was defeated in the third Anglo-Afghan War by Afghans under the leadership of Amanullah Khan. In the same year Amanullah Khan became the king of Afghanistan and decided to modernize his kingdom (Collins, 2011). The chosen modernization path of King Amanullah Khan was non-democratic, which marginalized many groups of civil society. As Thomas Barfield pointed out in his book “Afghanistan: A Cultural and Political History”, the modernization of King Amanullah Khan’s period was similar to Ataturk-style modernization and the king chose a too hasty approach towards transforming the country, which was too fast for Afghan society to absorb that (Barfield, 2010). For the purpose of implementing modernization and reform strategies, the king centralized the political autonomy and all administrative function through establishing a cabinet and legislature for the first time in the history of Afghanistan (Chua, n.d.). In 1923 a de facto constitution or Fundamental Principles of the Kingdom of Afghanistan was drafted through convening Loya Jirga, which declared Afghanistan as centralized and unitary state in the first article of the constitution (USAID, 2010). The new de facto constitution or Fundamental Principles of the Kingdom of Afghanistan was prepared by the support of Turkish experts, which included a number of new social concepts for promotion of modernization such as freedom of speech, press and religion (Chua, n.d.).

Article 1 of Fundamental Principles of the Kingdom of Afghanistan explains:

Afghanistan is completely free and independent in the administration of its domestic and foreign affairs. All parts of the country are under the authority of His Majesty the King and are to be treated as a single unit without discrimination between different parts of the country.

Based on the de facto constitution municipality like (the municipality word was not used at that period) institutions were established on sub-national level that were mainly responsible for providing public services (USAID, 2010). During the period from 1919 to 1959 the culture of development based on master plan has not been introduced to the country yet because of the lack of urban planning leaders and institutions. Most mega scale urban development projects were decreed by king's order, which were then implemented by the relevant institutions. The modernization plans that were implemented by the king were based on Western-centric approaches to modernity, which he believed could coexist with the traditional values of Afghanistan. The new reforms of Amanullah Khan's kingdom have marginalized many groups of civil society who valued traditional customs such as tribal leaders, Mullahs and Ulamas (religious scalars). Consequently, the kingdom of Amanullah Khan was strongly despised by tribal leaders and Ulamas because of modernization policies. Because they believed that the centralized government of Amanullah Khan did not reflect the traditional values of Afghan society, which they fought for with Great Britain, and finally because of the strong opposition of marginalized civil society's groups, the modernization programs of the king were dismantled in 1929 (Chua, n.d.). After Amanullah, there was anarchy for 9 months, which was ended when Nader Shah came to power in 1931. A new constitution was drafted in 1931 by Loya Jirga, which gave tribal leader and traditional laws autonomy that was overseen by the central government (Alikuzai, 2013). However, the institutions responsible for urban development that were established based on the de facto constitution continued functioning without drastic changes under centralized governments until 1959.

Referring back to the research framework, the relationship of central government with sub-national government and civil society is simple top-down relationship. Urban

planning policies and strategies of the mentioned period that were mostly influenced by Western-centric approaches were formulated by the central government. And the sub-national level and civil society had to act based on the drafted programs and policies of the central government. But the non-democratic modernization programs faced strong opposition when they neglected the traditional values of the country, which resulted in dismantling the programs.

In the second period that extends from 1960 to 1992, the urban planning institutions have drastically evolved compared to the period of 1919 to 1959. In this period the government of Afghanistan was under a centralized monarchy that was reigned by Zahir Shah, which dates back to 1953 until 1973 (Collins, 2011). During the reign of Zahir Shah, for the first a division of urban planning was established in Ministry of Public Works in 1961, which was authorized and responsible for preparing and implementing master plans, architectural and engineering detail plans for all cities in Afghanistan. The urban planning division of that period was supported by many European experts particularly experts from France as explained by MUDL's staff. In addition, a new liberal constitution was crafted by Zahir Shah through a Loya Jirga in 1964 by abolishing the constitution of 1931. Under the constitution of 1964 many new institutions were established (Alikuzai, 2013), including the establishment of new elective municipalities (USAID, 2010) and changing the division of urban planning to a department of urban planning under Ministry of Public Works. The results of interviews with officials of some institutions indicate that the elective municipalities under the constitution of 1964 were autonomous bodies in terms of revenue generation and provision of public services, but the decision of preparing and implementing master plans for the municipalities rested with the department of urban planning in the Ministry of Public Works. However, Kabul Municipality as a capital city municipality

was given an exceptional authority, which was able to prepare and implement city plans. The urban planning institutions continued evolving, and in 1978 the department of urban planning of Ministry of Public Works was changed to an independent urban planning institution. The new independent urban planning institution was named SHTAPA, which was given the authority and responsibility to prepare both master plans for cities across the country and formulate urban planning and development strategies and policies. At the same time, an expert urban planning unit was established in Kabul Municipality, which was a joint planning team of Afghan and Soviet urban planners. The functions of provincial municipalities have also changed. The elective municipalities were no longer only the service providers and revenue generation agencies, but they were given the authority to implement the master plans and urban planning strategies of central government. In 1984, STAPA was changed to the central institute of building projects that was called PAMA. According to the explanation of MUDL's staff, there was not much difference between the functions of SHATPA and PAMA, but because of some administrative changes the government decided to change the independent role of SHTAPA into transforming that to a central institution of the centralized national government. Finally, in 1992 PAMA was changed to Ministry of Urban Development and Housing Affairs.

Seeing the second period from the viewpoint of the research framework, in the beginning of the second period, the decision-making control or preparing and implementing plans and formulating urban planning and development strategies and policies rested with central government. And the sub-national government and civil society had to follow what was decided by central government, which was not much different than the first period. However, although at the end of the second period the relationship of national government with sub-national level and civil society stayed

top-down, there were changes in the role and functions of provincial municipalities, which were given the authority to implement plans together with central government planning institutions.

The third period extends from 1992 to 2001, which was the period of civil war, political anarchy and institutional chaos. Michelle Hughes and Michael Miklaucic write that the upheavals during 1990s have destroyed the state and civil institution of Afghanistan (Hughes & Hughes, n.d.). In big cities particularly Kabul city where the civil war started many administrative buildings and infrastructure was destroyed from 1992 to 1996 (Afghanistan Public Policy Research Organization, 2012). According to KM and MUDL's staff, the master plans that were prepared during the Soviet-backed government of Afghanistan were suspended during the third period. Because both the government of Mujahideen and Taliban believed that urban planning and development policies of Soviet-backed regime were against Islamic and transitional laws and values of Afghan society. In 1996 when the Taliban regime took control of Afghanistan, Ministry of Urban Development Affairs was shrunk back to Central Institute of Building (PAMA) under Ministry of Public Works and it no longer had the authority to act as an independent institution. Urban planning institutions in the third period faced the challenges of civil wars, political anarchy and institutional destruction, which resulted in the informal development of cities across the country. The culture of informal development of cities by civil society groups and war lards turned to a new normal that continued to the present time. To evaluate the evolution of urban planning institutions in the third based on the research framework, it can be observed that the state government's institutions had no significant relationship with civil society. Both national and sub-national government was going through political anarchy and institutional chaos, which has resulted in destruction of state and civil institutions.

Since the urban planning institutions were not functional, the civil society's members had no other options but to develop based on informal practices.

In the fourth period that extends from 2001 to 2008, the government of Afghanistan with unprecedented support of international community has started to re-establish and transform both state and civil institutions of Afghanistan (Collins, 2011) (McCool, 2004). According to MUDL's staff, during the interim government of Hamid Karzai in 2002, PAMA was changed to the Ministry of Urban Planning Affairs. From 2002 to 2003 the interim government of Afghanistan convened a Logya Jirga for crafting a modern constitution that was based on the basic principles of the constitution of 1964. Finally, in spite of many challenges the modern constitution of Afghanistan was adopted by consensual agreement of all involved stakeholders including public participation in January 2004 (McCool, 2004). Based on the new constitution of 2004, many new institutions in national, sub-national and civil society level have been established. For example, in sub-national level, provincial council and new provincial and district municipalities were established, in the civil society level international and local private sector was provided the opportunity to work together with national and sub-national government in development, local and international NGOs was allowed to contribute in the urban development, also community development councils were established at civil society level to work together with sub-national level institutions and local and international NGOs in urban development, and in 2007, the national government established DCDA for planning and implementing of a new city in the North of Kabul city. In addition, based on the constitution of 2004, the national assembly of Afghanistan was established, which consists of Meshrano Jirga (Upper house) and Wolessi Jirga (Lower House). Both houses play significant role in bridging civil society with the national government.

Following the adoption of the constitution of 2004, the national government of Afghanistan with collaborative efforts of international community and agencies and stakeholders of civil society was able to formulate Afghanistan National Development Strategy in March 2008 based on the provisional format of ANDS, which was already approved by the Cabinet and International Donor community in January 2006 (International Monetary Fund Washington, 2007). ANDS of 2008 focuses on decentralization, devolution of authority to sub-national institutions and participation of civil society's institutions in planning and development (Government of Afghanistan, 2008).

Observing the last period of urban planning institutional evolution based on the analytical viewpoints of the research framework, it can be realized that the involved stakeholder of national government, sub-national government and civil society worked together on preparing national level strategies and policies. The new strategies and policies provided opportunities for the emergence of new stakeholders at national, sub-national and civil society levels in urban planning and development sector of Afghanistan. Particularly, ANDS focused on the participation of stakeholders of civil society with institutions of sub-national government in urban development. In addition, for bridging the civil society with national government and coordination and dispute resolution a national assembly was established based on the constitution of 2004. However, no specific policies followed the establishment of national strategies, which could lead the new network of involved stakeholders towards practical collaborative partnership.

Chapter 6

Analysis of Cases

6.1 Introduction of Case Studies

This chapter focuses on analyzing urban planning processes of Afghanistan in four cases of city master plan projects. The master plan projects are evaluated by the suggested evaluation criteria for collaborative planning within the proposed institutional framework for collaborative urban planning in Afghanistan, which is explained in Chapter 3. The case study master plan projects include both internationally and domestically planned projects. The master plan projects that were planned and designed by technical and financial support of International funding community, INGOs and international private consulting firms are: New master plan for existing Kabul City, Master Plan for Kabul New City and Bamyan City Strategic Municipal Action Plan, and the master plan project which is domestically prepared is Kandahar City Master Plan.

6.2 Reasons for Choosing Master Plans as Case Study

The reasons why master planning projects are chosen as case study over other planning projects such as community planning, improvement planning for informal areas, neighborhood planning or infrastructure planning include the following:

In order to review the case studies of this research based on the research framework shown in

Figure 6, it was needed to choose master planning projects. Because, first, master planning projects establish a comprehensive framework for guiding future development plans and decisions, allocation of resources and provision of required current and future public services that support the wellbeing of the whole city.

The comprehensive framework helps cities to envision and manage the future demand of overall physical improvements such as hard infrastructure, urban land expansion and public facilities within a collaborative network of stakeholders.

Second, the master plan projects assist all the involved stakeholders in the development of cities to have the overall knowledge about the relationships of desired current and future infrastructure, public services and land-uses, which are helpful for enhancing current and future partnerships among stakeholders for providing public services.

Third, in the preparation process of master plan projects the incorporation of input from diverse groups of formal and informal stakeholders is required in order to develop actionable directions for the development of cities.

Other planning projects such as community planning, informal areas' improvement planning, neighborhood planning or infrastructure planning, on the other hand, are all single-objective oriented, which do not cover the overall development objective of cities and the diversity of stakeholders is limited to a small number of stakeholders. In addition, other planning projects are included in the comprehensive framework of master plan projects.

6.3 Characteristics and Significance of Case Studies

The research framework shown in **Figure 6** is mainly focused on collaboration of involved stakeholders in the process of urban planning. The framework mainly looks into the interactions of various stakeholders with each other while working on the urban planning of Afghanistan. Every one of the chosen case studies has unique characteristics that signify the contribution of case studies to review the research case studies.

For example, the first case study, which is the New Master Plan for Existing Kabul City for some reasons, is one of the most controversial cases. First, most of the major decisions of drafting planning policies for the project and preparing the first version of the master plan were made by the stakeholders of national government tier such as MUDL, other ministries and institutions, World Bank in collaboration with a stakeholder from civil society's tier which was an international private consulting company hired by MUDL and World Bank. Some key stakeholders both from the sub-national government and civil society tiers such as Kabul Municipality, provincial council, INGOs, local private developers and NGOs, Jirgas (Tribal Councils) and CDCs were excluded from the decision making. In the second version of drafting the master plan and planning policies, on the other hand, the major planning decisions were made by Kabul Municipality, JICA and a private international consulting company in collaboration with MUDL and other ministries and institutions. Second, both versions of the master plan introduced two different methods of planning, which are alien to the planning institutions of Afghanistan. From the viewpoint of the research framework shown in

Figure 6, in the preparation process of New Master Plan for Existing Kabul City many stakeholders from the three tiers such National Government, Sub-national government and Civil Society have collaborated in drafting the master plan. However, the collaboration of the involved stakeholders from the three tiers was not based on inclusive participation of all the key stakeholders within the mentioned tiers.

The second case study is the Master Plan for Kabul New City (Dehsabz New City), which is a major national development project. In order to execute the preparation of the plan for Kabul New City based on inclusive collaboration of stakeholders from National Government, Sub-national Government and Civil Society, the government of Afghanistan established an executive unit of the Independent Board of Kabul New City Development under the presidential decree. The independent board brings together key stakeholders from various tiers such as governmental institutions involved in urban planning, representatives from international and local private sector, local and international NGOs with cooperation from the government of Japan. The establishment of an independent board for collaboratively executing the preparation and implementation of the project is the unique characteristic of the case study that contributes to reviewing the case studies of this research.

The third case study is Bamyan City Strategic Municipal Action Plan, which is prepared based on the SMAP initiative of UN-HABITAT. The SMAP initiative was introduced to the government of Afghanistan by UN-HABITAT in 2010. The method of preparing master plans based on the SMAP initiative brings together the key stakeholders from all tiers around negotiation table, and helps them reach commonly accepted consensus-based decisions and agreements. In preparing Bamyan City SMAP, the key stakeholders from National government tier included MUDL, IDLG, International Funding Agencies and other relevant governmental institutions. The key

stakeholders from Sub-national government tier were Bamyan City Municipality, provincial council, relevant line ministries departments and UN-HABITAT. And the involved stakeholders from the Civil Society tier were CDCs that were established by UN-HABITAT and IDLG.

The last case study is Kandahar City master plan, which is a project that represents the urban planning method of national government that is practiced nationwide. Kandahar City master plan project is prepared based on the inherited Soviet planning method, which is based on top-down urban planning practices.

However, the government of Afghanistan has altered the inherited method as per Afghanistan National Development Strategy (ANDS), which was established in 2008. ANDS for urban development focuses on decentralization through devolution of power (giving authority to sub-national government tier in decision making) and inclusive participation of stakeholders from civil society. In preparing the Kandahar City master plan the central government decided to incorporate the ANDS.

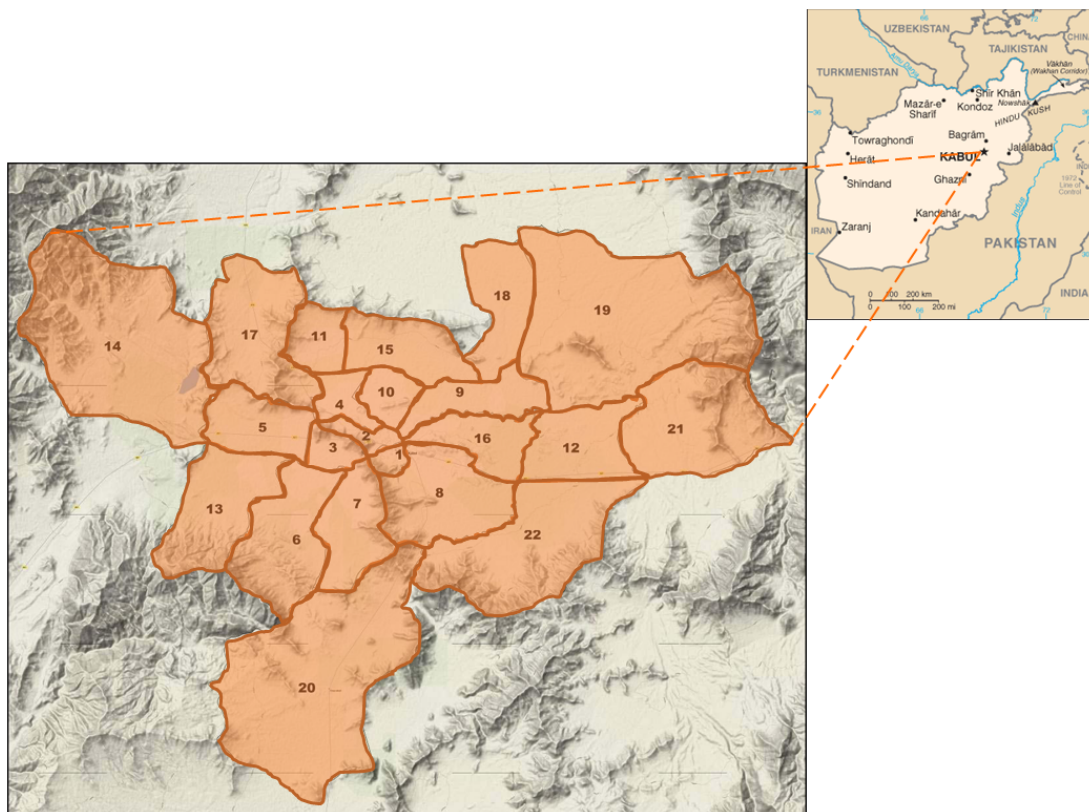
From the viewpoint of the research framework shown in **Figure 6**, the analysis of the above-mentioned characteristics of four case studies contribute to review the case studies of this research. The detailed explanations of each case study are provided in the introduction section of case studies.

6.4 Introduction of New Master Plan for Existing Kabul City

Kabul city, the national capital and the largest city of Afghanistan, is located in northeast part of the country. The city being the national, homes headquarters of all national government institutions, international agencies, embassies and NGOs. The existing municipality area of Kabul city is 1022.7 km², which is divided into 22

municipal districts as shown in **Figure 14**. The municipal affairs are managed by Kabul Municipality (KM) that is governed by the mayor. KM, compared with other municipalities in Afghanistan, is being given an exceptional status like a ministry, which directly reports to the central government (Afghanistan, 2007), (USAID, 2010), (Beall & Esser, 2005)

Figure 14. Existing Kabul City District Map



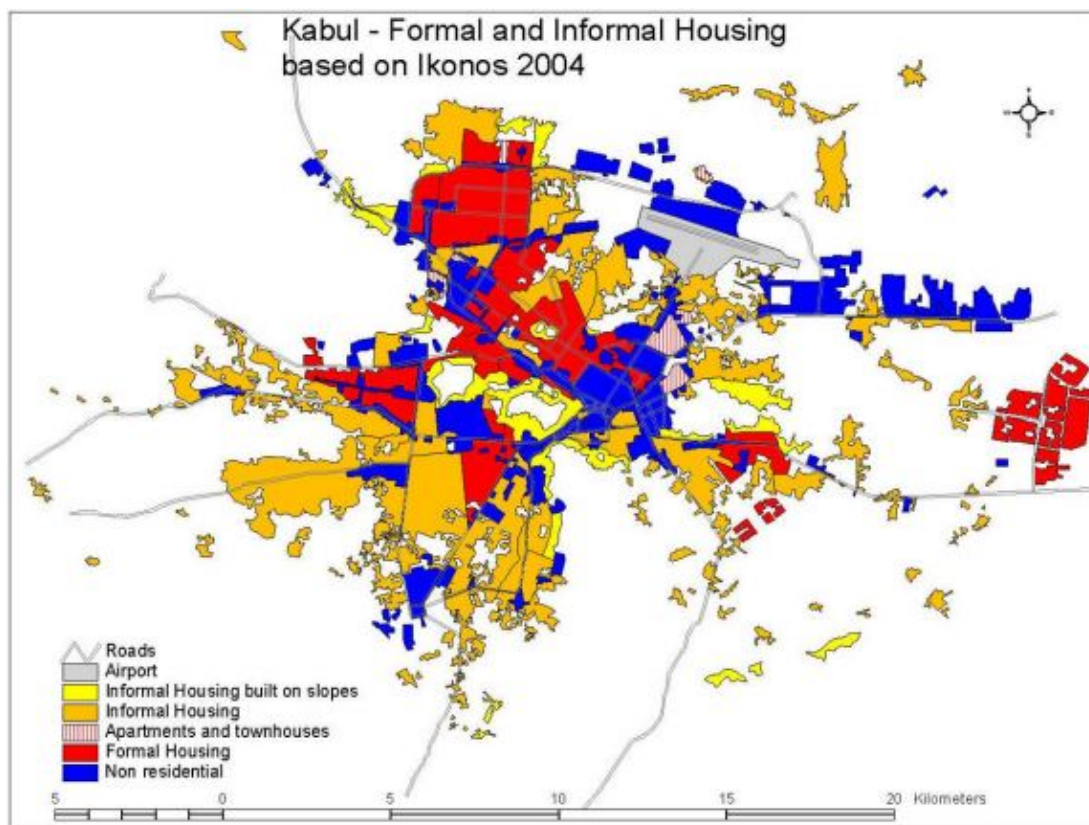
Source: Kabul City Master Plan Prepared by JICA

Kabul City has a long history that dates back to over 3,500 years. Because of its strategic geopolitical importance, many great empires such as, Alexander the Great in 330 BC, the Saffarid dynasty in AD 870, Mughul dynasty during 1504-1526 and the Afsharid Empire in 1738 have invaded and controlled the city. And eventually during

the Durrani Empire in 1776, the city became the national capital of the emerging state of Afghanistan (Cybriwsky, 2013). And since 1779 the whole country and particularly Kabul city have been struggling through the rivalries of superpowers for example Russia, Britain and America and some neighboring countries like Iran and Pakistan. Kabul city, for the first time under the influence of Soviet backed government during 1960s -1980s, started to develop based on a master plan that was prepared by the technical assistance of Soviet planners, which was later revised for two times in the mentioned era. After the collapse of the Soviet backed government, the development in Kabul city almost stopped due to insecurity until the end of 2001. After the 9/11 attacks of 2001 in New York City, a new US backed government was established in Afghanistan. The establishment of the new government secured most central area of big cities in Afghanistan including Kabul City, which convinced the displaced Afghan population to return back to their homeland. Consequently, the capital city and other big cities in Afghanistan witnessed a sudden influx of Afghan returnees. Particularly the urban environment of Kabul City started to change informally in a very rapid pace. WB surveys show that currently 70% of residential areas in Kabul city are informally developed, which accounts for 80% population of the city as shown in **Figure 15** (The World Bank, 2005). It is expected that the city will continue to grow fast till 2020, and according to City Mayor's Statistics, Kabul city is listed in the world's top five fastest growing cities and urban areas from 2006 to 2020 with an average annual growth of 4.74 % (City Mayors Statistics, 2014). The master plans prepared during the Soviet backed government could not respond to such an unexpected rapidly changing urban environment of the city. In order to deal with urban planning challenges and direct the development and growth of the city in a formal way, there was a need for new master plan. Therefore, the government of

Afghanistan tasked the urban planning institutions to make a new master plan for the existing city. During 2007-2011 two master plans were prepared by two different urban planning institutions with two different urban planning approaches. The first new master plan project name as Kabul City Development Plan was initiated by MUDL in 2007, and the second one name as Kabul Metropolitan Area Urban Development Master Plan (KMAUD) was initiated by KM in 2009. Both MUDL and KM assigned the task of preparing the master plans to international planning consultancy firms, which is explained in detail under separate sub-titles.

Figure 15. Kabul City Formal and Informal Housing



Source: (The World Bank, 2005)

6.4.1 New Master Plan for Existing Kabul City under MUDL

The new master plan project for existing Kabul City was initiated by MUDL with financial support of the World Bank during 2007 to 2008. As MUDL did not have the technical and financial capacity to prepare the master plan by itself, so MUDL in consultation with the World Bank decided to choose an international private planning consultancy firm. The assigned company for carrying out the project was International Consultants and Technocrat (ICT) Pvt. Ltd., which is an Indian planning consultancy company based in New Delhi. According to some officials of MUDL, at the time of preparing the master plan project, accurate data required for preparing the master plan was not available, so the company basically relied on surveys, reports and studies conducted by various national and international NGOs. However, some primary data was provided by urban planning institutions such as, KM, Geodesy and Cartography Head Office, MUDL and other institutions. Furthermore, the consultancy carried out some primary surveys as well, in order to complete the project. According to ICT consultants, the master plan was planned to achieve the following goals:

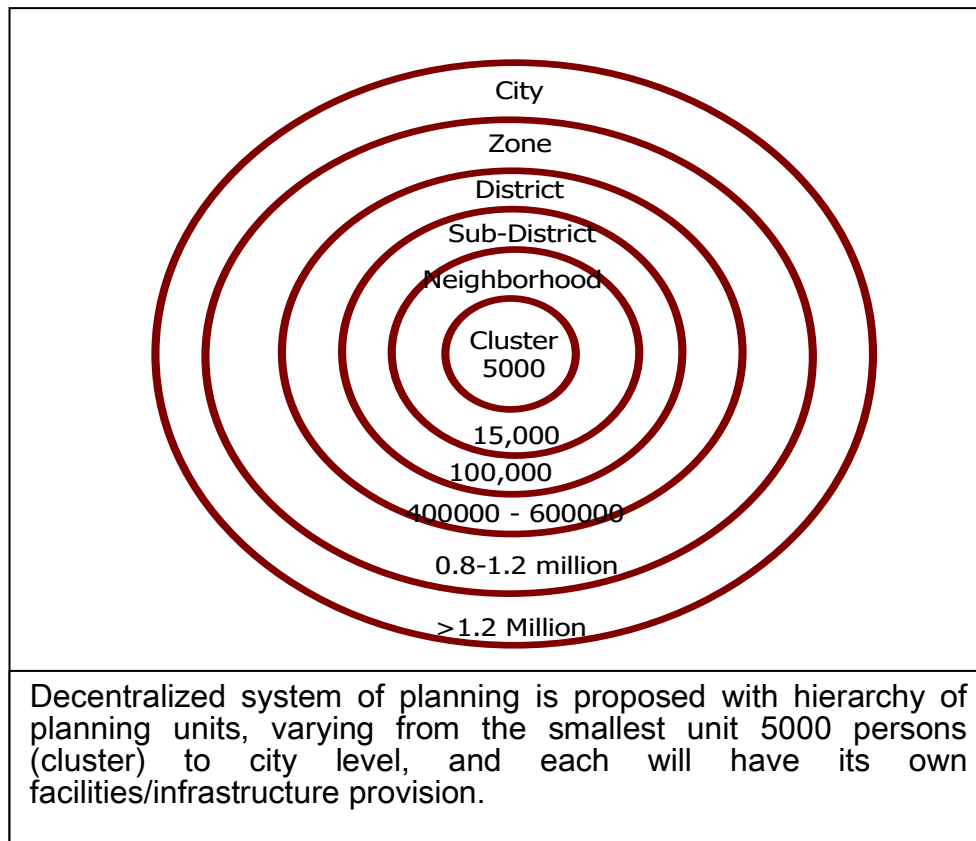
- To make the plan dynamic, participatory and flexible
- To provide a system that integrates physical, social and economic development planning at hierarchical level
- To provide affordable housing to all its citizens, and especially to those living in informal settlements
- To develop an efficient, safe and affordable transport system for the city
- To make the plan inclusive of informal sector to fulfill the needs of the poor and provide economic opportunities
- To protect natural, historical, cultural and built heritage
- To provide safer, healthier and sustainable urban environment

- To regulate planned development by improvement in governing system, regulatory mechanism, and through effective monitoring and review for the plan

MUDL officials and ICT consultants said that while preparing the master plan, their teams had pre-planning consultative meeting, workshops and seminars with some stakeholders for example local bodies, line ministries, KM and independent organizations. Spatial development strategies, land use regulations, housing standard and identification of infrastructure projects are all formulated based on the projected population for 2023. The accurate data on consensus to estimate the current and projected population for 2023 was not available, which is an important input for preparing the master plan. In order to estimate the projected population for the horizon year 2023, the consultant team believes that they have used some appropriate techniques. The team has assumed three alternative growth rates of high, medium and low. Relying on the consensus data of Kabul City for 2008, which was estimated 4.5 million by some international organizations, the high growth rate was set at 4.5% and the expected population for the year 2023 was calculated to be 8.8 million. The medium growth rate was calculated based on the World Bank's provided data, which was derived from natural growth rate of 2.5% with 0.5% decrease after first 10year. The medium growth rate was set at 4.3% that estimated the projected population of 7.98 million for the year 2023. Lastly, the low growth rate was set at 4.2% with consideration of 0.1% natural growth and in-migration reduction per year, which estimated the projected population of 7.8 million for the year 2023. Finally, the master plan was prepared for the estimated projected population of 8 million for the year 2023. The master plan was prepared based on a decentralized hierarchical planning system, which proposed to contain major facilities and services in the center of the city. And according to the hierarchy of the proposed planning system, each level of

hierarchy was proposed with provision of required public services based on spatial planning guidelines. A planned city, for its convenience, should have a hierarchical cellular structure with nuclei to contain essential facilities and services at different levels. The proposed hierarchy of planning units is illustrated as in **Figure 16**.

Figure 16. Proposed hierarchy of planning units

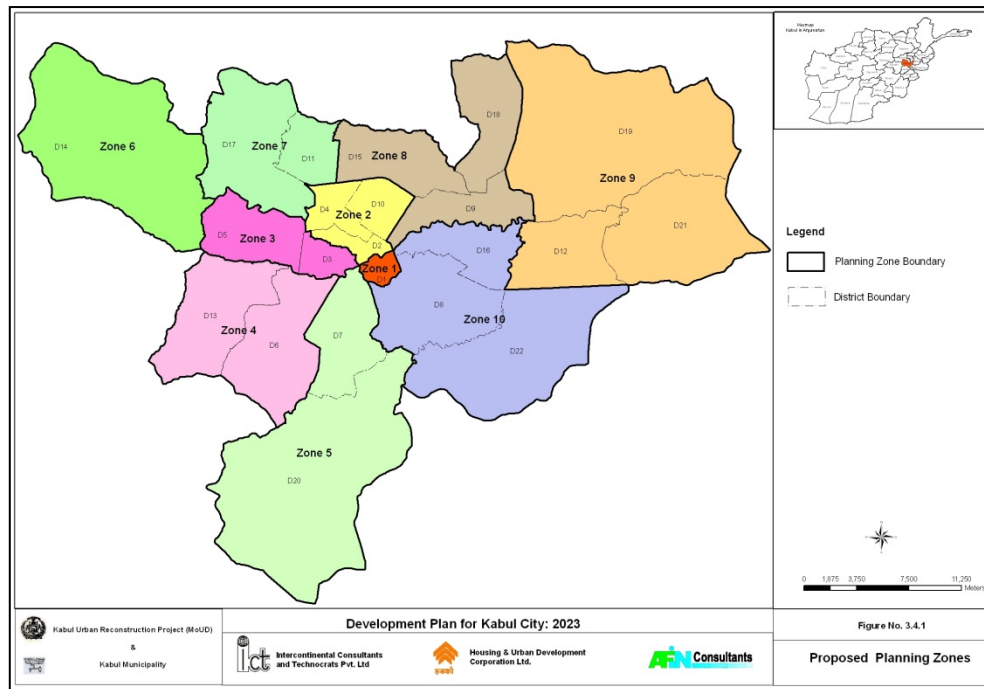


Source: ICT and MUDL

For preparing the master plan, the 22 municipal district area of Kabul City was divided into 10 zones that were named as self-contained planning zones as shown in **Figure 17**. In the master plan, the self-contained zones refer to self-reliant compact communities that have their own economic activities, work centers, public facilities and required institutions. And the aim of the proposed zones is to serve every zone's population based on their infrastructure and service needs. Each zone was planned to

accommodate approximately 1 million people based on the projected population of the city consider the criteria of current population, growth rate, present and proposed land use and natural features. Every zone was proposed to have its own zonal level CBD for commercial activities and a zonal facility center for socio-cultural facilities.

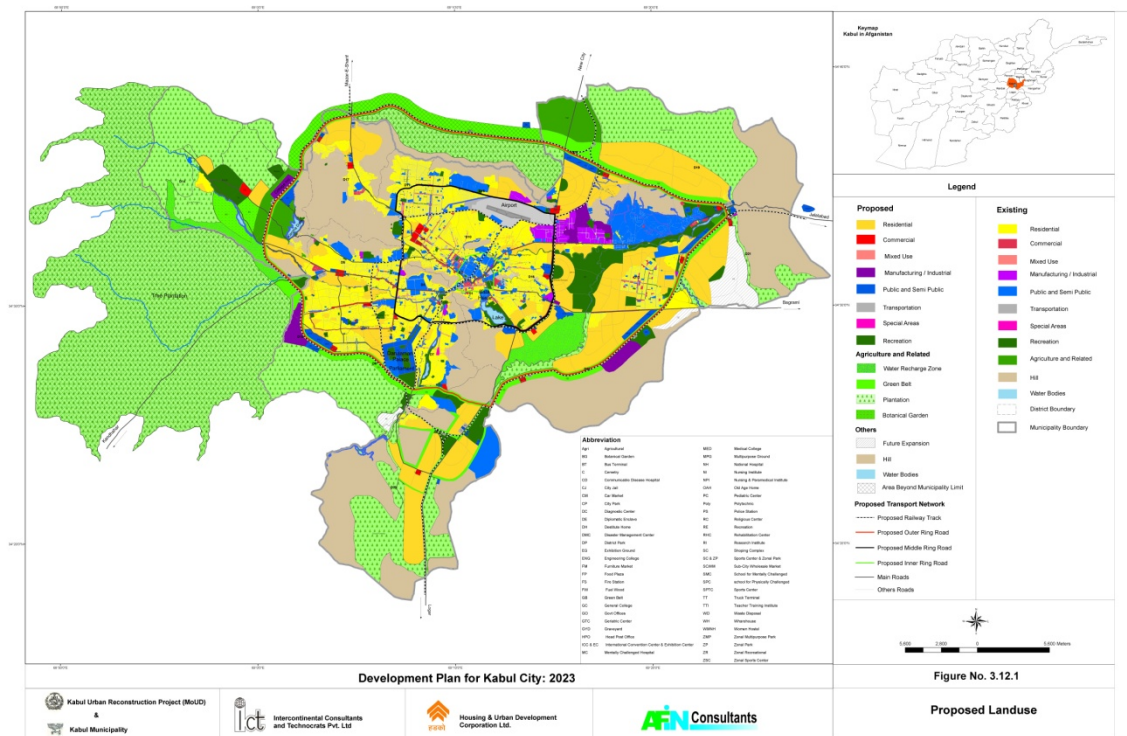
Figure 17. Self-contained Planning Zones



Source: ICT and MUDL

A general land use plan has been proposed for the master plan area, which allocated various land uses for each zone. For example, the land use allocation includes residential, commercial, mixed use, public and semipublic, recreational, etc. as illustrated in **Figure 18**.

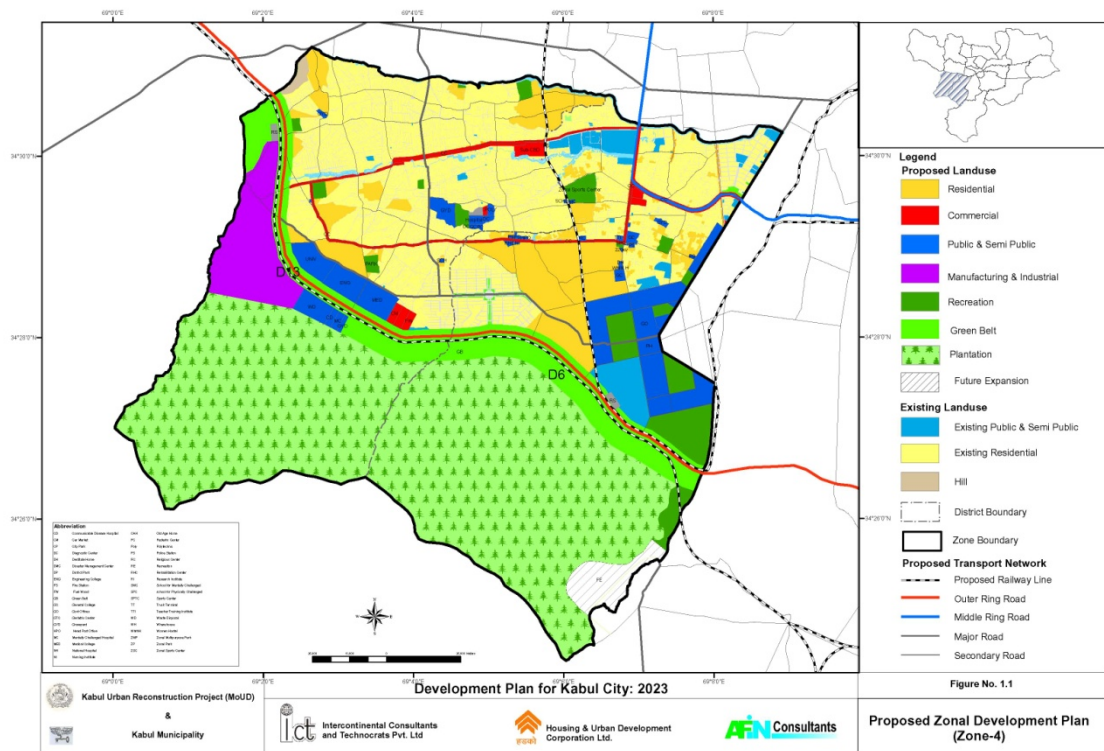
Figure 18. Proposed General Land Use Plan for Kabul City, 2023



Source: MUDL and ICT

According to the proposed land use plan, 47000 hectares of Kabul Municipality area is developable and the remaining 55270 hectares area is designated as reserved land, which will be used for agriculture, natural landscape and future expansion of the city. The population density within the proposed developable area is considered 170 people/ hectare, who will be accommodated in low- and high-rise development. The master plan suggested that a detailed land use plan for every zone, district and neighborhood should be prepared. The ICT team prepared a proposed sample land use plan for zone 4, which is shown in **Figure 19**.

Figure 19. Proposed Zonal Development Land Use Plan



Source: MUDL and ICT

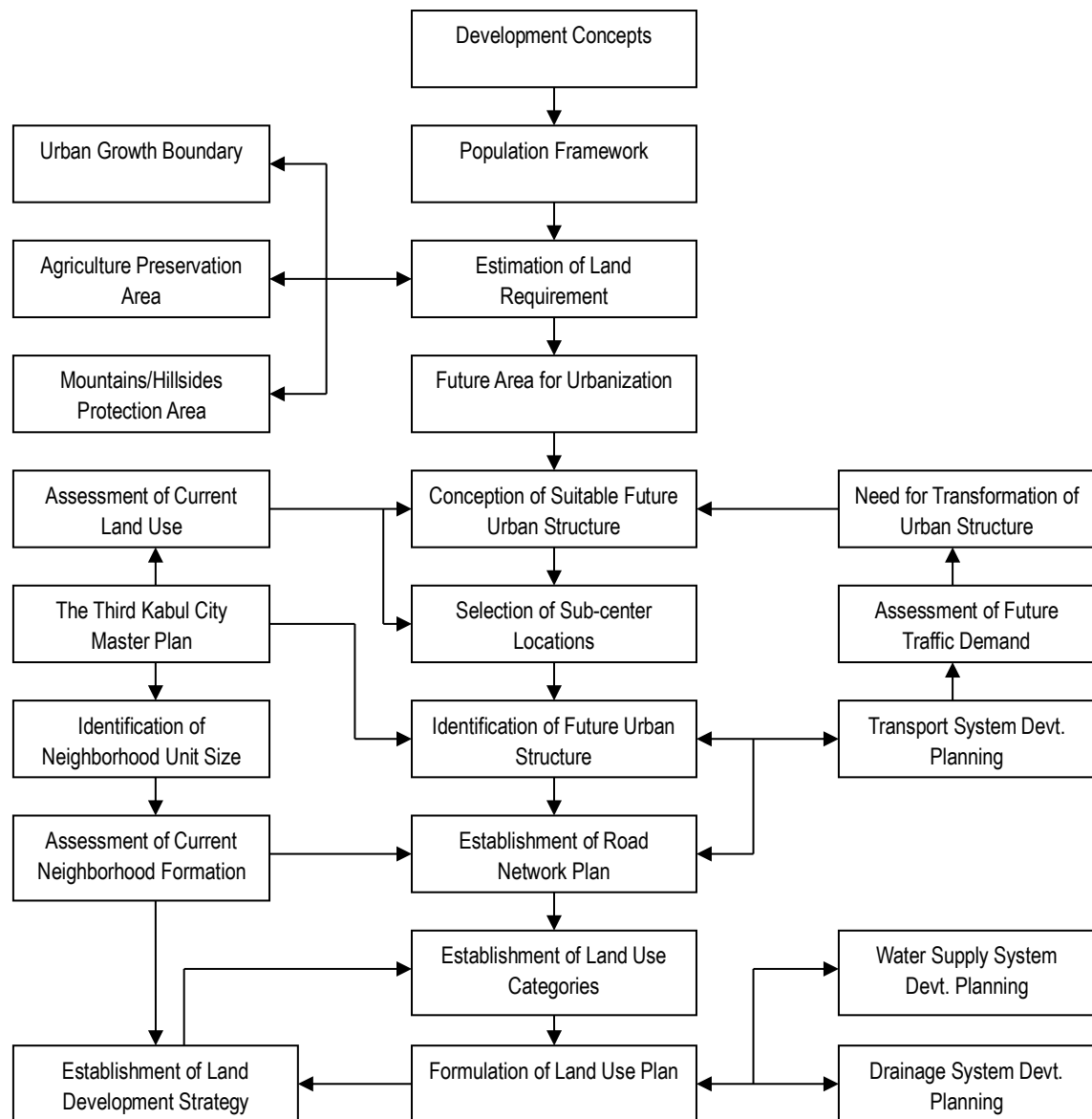
6.4.2 New Master Plan for Existing Kabul City under KM

The new development plan for existing Kabul City prepared by MUDL during 2007-2008 was not accepted by KM, and that is why it was not approved by the president's office. Therefore, KM and MUDL together were given the task to prepare a master plan for the existing city, but KM similar to MUDL did not have both the financial and technical capability to accomplish the task. Hence, JICA was requested by the government of Afghanistan to financially and technically support the preparation of master plan project. JICA, accepting the request of the government of Afghanistan, and assigned the task of new master plan preparation to a sub-project team headed by a Japanese planning consultancy. The company chosen to accomplish the task

was RECS International Inc.. Preparing a master plan for the whole metropolitan area of Kabul City was a huge task that required many kinds of initial surveys and experts from different fields of planning, which presumably was not possible for RECS International Inc. to do it alone. That is why RECS International Inc. nominated experts from other Japanese companies such as, Yachiyo Engineering Co., Ltd., and CTI Engineering International Co., Ltd. and made a team of experts that was headed by Mr. Takashi Koyama from RECS International Inc. According to JICA officials and CEO of RECS International Inc. Tsuyoshi HASHIMOTO, the team held extensive consultative discussions with concerned government stakeholders and has prepared the master plan project collaboratively with KM experts. In order to ease and accelerate the preparation of the master plan, RECS International Inc.'s expert was provided office within KM. The Japanese experts and KM experts teamed up and carried out some series of fieldworks during June 2010 to June 2011 to complete the preparation of new master plan for existing Kabul City. The objective of the new master plan project was to replace the 1978 master plan, which was prepared by the Soviet backed government of Afghanistan, to set a formal urban development stage for Kabul City and formulate strategies that can deal with urban planning challenges. While preparing the master plan, the experts' team faced with the problems and challenges regarding access to required and accurate data for completing the project. Therefore, the team has used both the results of JICA's initial studies on Kabul Metropolitan Area Urban Development Master Plan of 2008 and International Consultants and Technocrat (ICT) studies of 2007, which were conducted for preparing the development plan for existing Kabul City. The targeted area of the master plan is similar to MUDL's initiated development plan area, which is approximately 1023 km² that cover the 22 municipal districts of Kabul City.

However, the targeted year of the master plan is set to be 2025 and some key figures of development framework, the target image of land and major infrastructure development is set for 2015 and 2020. Under the new master plan, basic policies and framework for development of the city were established, based on which the land use plan was proposed. Furthermore, the team has integrated some infrastructure planning factors such as road network, water supply and drainage systems, while preparing the land use plan. The procedure utilized by the team to prepare the proposed land use plan is shown in **Figure 20**.

Figure 20. Workflow of Land Use Planning



Source: Kabul City Master Plan Document 2011

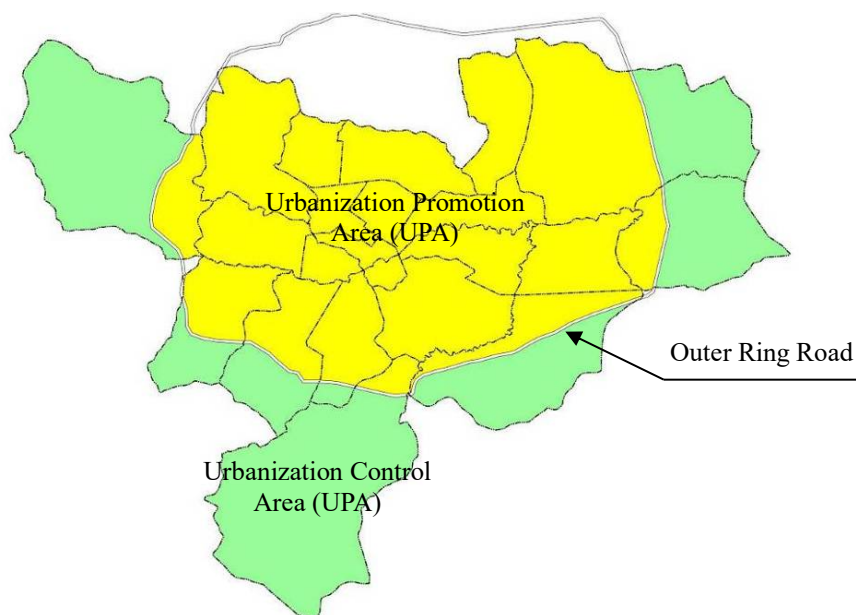
Kabul City has been expanding informally in a rapid speed, and most hillsides have been covered with informal residential settlements. In order to control the informal expansion of the existing city and the metropolitan area, and direct the development towards a systematic and controlled development, the team has utilized Japanese urban planning strategy called SENBIKI.

The literal translation of SENBIKI means drawing a line between Urbanization Promotion Area (UPA) where urban development is welcomed and Urbanization Control Areal (UCA) where urbanization is not permitted. SENBIKI divided Kabul city in two areas UPA and UCA as shown in

Figure 21. The new introduced strategy was based on the following three factors:

- Setting of the boundaries of the urbanization to keep the city compact;
- Restriction of housing on hillsides to ensure the safety of citizens, enable efficient provision of public services, and protect the landscape which is a major part of the city's identity; and
- Conservation of agricultural land to ensure rainwater infiltration and groundwater recharge.

Figure 21. Urban Growth Boundary of Kabul City



Source: Kabul City Master Plan Document 2011

The team has proposed a land use system for the master plan, which is based on the simplified version of Japanese zoning system, in order to regulate land use activities in urbanization promotion area. And it prohibited development activities in urbanization control area, except farmers' houses and facilities. The Proposed land use

in the master plan covers three types of plans including Urban Master Plan, Zoning Plan and Community Level Plan. Each plan has different roles and characteristics, which are explained in **Table 8**.

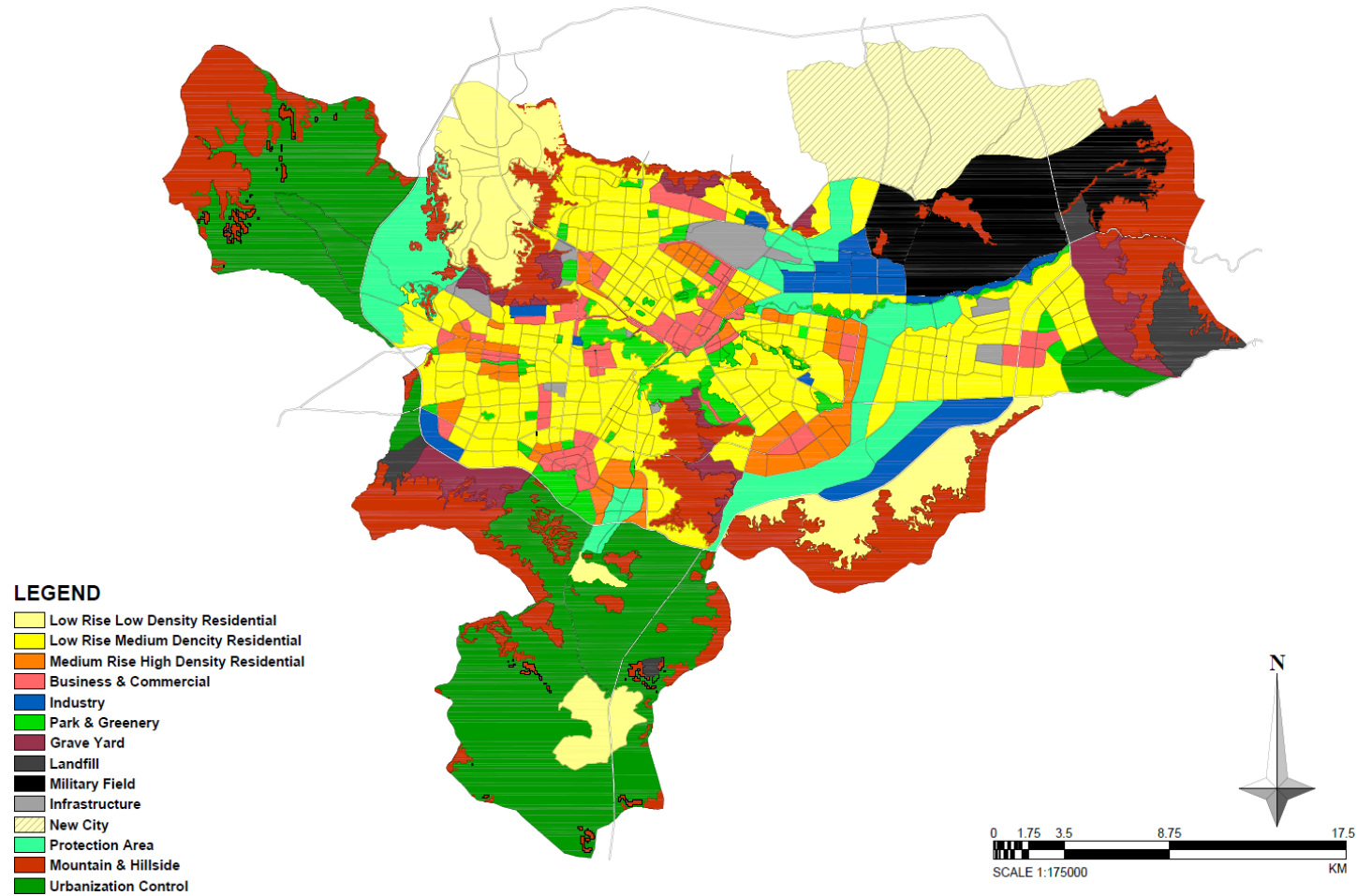
Table 8. Role and Characteristics of Land Use Plan by Type of Plan

Type of Plan	Role and Characteristics of Land Use Plan
Urban Master Plan	<p><u>Role and objective</u></p> <ul style="list-style-type: none"> To provide broad vision of future development of a city. <p><u>Characteristics</u></p> <ul style="list-style-type: none"> Not to control individual building activities Not combined with legal power Consisting of broad land use categories only Urban facilities are not depicted, except for key transport infrastructure, with indicative lines
Zoning Plan	<p><u>Role and objective</u></p> <ul style="list-style-type: none"> To provide information on accepted building type and shape to the individuals <p><u>Characteristics</u></p> <ul style="list-style-type: none"> Supported with legal enforcement system Not suitable to show future vision as it needs to comply with existing situation (because of legal power) Urbanization Growth Boundary (UGB) is depicted Land use categories are defined by laws and/or regulations Planned city level urban facilities are depicted if already approved
Community Level Plan	<p><u>Role and objective</u></p> <ul style="list-style-type: none"> To provide information on acceptable building type and shape to the individuals <p><u>Characteristics</u></p> <ul style="list-style-type: none"> Supported with legal enforcement system UGB is depicted if it exists in the area Land use categories are defined by laws and/or regulations Planned city community level urban facilities are depicted if already approved

Source: Kabul City Master Plan Document 2011

The urbanization promotion area is classified into three categories, which includes residential, business/commercial and industrial zones. In the zoning plan, each zone is then sub-divided into other specific categories as illustrated in **Figure 22**.

Figure 22. Land Use Plan of Kabul City 2025



Source: Kabul City Master Plan Document 2011

6.5 Analysis of New Master Plan for Existing Kabul City

The analysis of this case study and the other following three case studies is divided into three sections based on the research framework shown in **Figure 6**, which focuses on analyzing the relations among three tiers of stakeholders involved in urban planning of Afghanistan such as The National Government, The Sub-National Government and The Civil Society. Each section of the analysis focuses on the relationship of one tier of the framework with the other, and every tier of stakeholders' groups include a number of different stakeholders. The responses of every stakeholder within each tier of the framework and their relations with the stakeholders of other tiers are analyzed based on the analytical viewpoints discussed under the research framework shown in **Figure 6** and the evaluation criteria for collaborative planning that are developed for the research framework as shown in **Table 4** as per the literature review. The three sections for the analyses that are divided based on the analytical viewpoints indicate the core relationship among the involved stakeholders. The three section of the analysis are as follow:

1. Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)
2. Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)
3. Coordination conflict resolution (National Government with Civil Society)

6.5.1 Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)

During the establishment of American-backed government in 2001, existing Kabul City was developing based on the master plan that was prepared by a team of Soviet and Afghan planning experts in 1978, but for a number of reasons the master plan of 1978 needed to be upgraded or a new master plan was necessary to replace the old one. First, the projected period of 1978's master plan was getting close to an end. Second, the existing population of Kabul City was more than 2 million, which was the projected population of 1978's master plan upon its complete implementation which was not even implemented 60 %. Third, the existing city was expanding informally because of constantly high demand for development. Fourth, the existing road network could not accommodate the continuously increasing traffic. Lastly, the environment of the city was degrading because of the lack of a large-scale daily garbage collection mechanism, limited sewerage treatment infrastructure and increasing air pollution. The mentioned reasons were the key pressure factors that the central government decided to prepare a new master plan for existing Kabul City.

In the beginning MUDL took the initiative and started preparing a new master plan for existing Kabul City. Initiating the preparation of master plan for existing city by MUDL is actually a very controversial point between KM and MUDL, since both institutions are formally authorized by the central government to upgrade and prepare plans. Regarding the reason why MUDL took the initiative to prepare the master plan, a staff of the Department of Urban Planning Affairs of MUDL explains:

During the beginning of Karzai's presidency, MUDL was actually involved in many rebuilding projects, programs of rehabilitation in informal settlements of Kabul City and provision of housing and other public facilities. And MUDL was cooperatively handling the mentioned projects and programs with various international funding agencies and NGOs such as the World Bank, UNHABITAT and USAID. In addition, MUDL is given the authority by the central government to prepare master plans for cities in Afghanistan and the institution had a lot of data and information about the current situation, issues and problems of the city and has many planning experts compared to KM. In the other hand, KM as a municipality was responsible to focused on controlling the informal development of the city and directing the development based on the master plan of 1978. That is why MUDL thought it was reasonable to prepare the master plan.

The above transcription speaks a language of a nontransparent institutional power, and for some reasons MUDL rationalizes that it is the only authorized institution to prepare the plan. Flyvbjerg in his book 'Rationality & Power' paraphrases Pascal and writes: *"Power has a rationality that rationality does not know, whereas rationality does not have a power that power does not know."* It is obvious from the relationship of MUDL and KM that power produces rationality. Both institutions are given the power and authority by the central government to carry out similar planning activities with identifying a transparent line of authority between the two. And the condition of unspecified line of power and authority is used by the two planning institution to produce a rationality using their power.

In order to prepare a practical master plan and other related policy document not only the involvement of other governmental institutions and stakeholders particularly the citizen was important, but also acquiring data for preparing the plan from involved stakeholders is necessary, and related to the issue a staff of the Department of Urban Planning Affairs of MUDL explains:

The main team that was commissioned by MUDL to prepare the master plan involved planners from MUDL and technical experts from the World Bank. Both MUDL and the World Bank hired an Indian Consultant Company to prepare the plan, because MUDL did not have enough professional planners to complete the task alone. The team has collected the required information for the master plan from various governmental institutions and INGOs for example KM, Geodesy and Cartography Head Office, Ministry of Agriculture, Ministry of Mines and Natural Resources, UNHABITAT, USAID, etc. However, the team could not acquire all of the necessary required data and relied on the reports of international agencies like the World Bank. In addition, there was lack of cooperation among some governmental institutions regarding data sharing and most of the time the bureaucratic procedure of data sharing of some institutions was too long, which took us a long time to get the data. While preparing the plan, there was no possibility of involving the citizen, because master plans are usually prepared by the experts of MUDL and we never have had the experience of involving citizens in the process of planning. And to be honest citizens do not show interest in such issues. However, sometimes the planning team sent a staff or two for some general social surveys.

According to what the officials of MUDL explains in the interviews, during the beginning stages of master plan preparation, MUDL was claiming that the institution has more planning experts and more access to data required for the master plan compared to KM, and if it was so then why MUDL commissioned the task to an Indian consulting company. And in relation to provision of some important data and information for preparing the master plan, MUDL also could not provide most the promised data on time. In addition, there seems no cooperation among many governmental institutions in terms of data sharing. And that is why as the interviewee says that the collection of data and information took a long time. And in some cases, the team could not get the data they needed and relied on some reports produced by various international agencies. The role of citizen in preparing the master plan for existing Kabul city MUDL is totally absent. The culture of a top-down planning procedures imported from the Soviet is still alive in MUDL, and the planning experts still believe they are the only decision makers. Eventually, MUDL, the World Bank and Indian consulting company completed the master plan behind closed doors and sent the finalized version the president's office for approval. Regarding the approval of the new master plan for existing Kabul City prepared by MUDL a staff from the Department of Strategic Regional Planning of MUDL explains:

The planning team of MUDL did its part and as required completed a master plan for Kabul City after spending a lot of human and financial resources, so now it was the responsibility of the cabinet and president's office to approve the plan. But during the presentation of the master plan for cabinet and president's office, the Mayor of Kabul raised many issues and questions and disagreed to many parts of the master plan, which convinced the president

to reject the MUDL's master plan for Kabul City. And the president ordered KM and MUDL to collaboratively prepare another master plan.

KM, on the other hand, has a different version of the story to tell. A staff from the Department of Planning and Implementation of KM explains:

While MUDL was preparing the master plan for Kabul City, MUDL may have asked KM to participate in a couple of meeting but those meeting were only attended by the high-ranking officials of KM like Mayor or Deputy Mayor. MUDL has never involved the technical staff and planning experts from important departments of KM like the Department of Planning and Implementation. And when MUDL shared the final version of master plan with KM's expert planners, we found out that the plan was not feasible and urgently discussed the issue with the Mayor of Kabul. An urgent meeting was convened by the Mayor in KM where most of the technical staff of KM participated and finally reached to a conclusion that MUDL's master plan is not a practical for many reasons. First, MUDL hired an Indian planning company to prepare the plan and plan was prepared based on a new style of planning, which was totally unfamiliar to KM. It is possible the Indian company may have trained MUDL's staff to understand that kind of planning style, but since KM had to prepare detail plans and implement the master plan did not know anything about the new style of planning. Second, there were many problems related land allocation for different land use purposes. Lastly, the master plan used lots of unreliable data.

To compare the stories of the two sides, it can be found out that MUDL did involve KM while making the master and also previously it was mentioned that MUDL

collected some data required for master plan from KM, but according to KM only higher-ranking official of KM were involved in the higher-level meeting, which means at the technical level during the preparation process of the plan KM was not involved. A disagreement of Kabul Mayor can result in rejection of MUDL's master plan by president's office tells a lot that first there is no enough cooperation among urban planning institutions and second the power and authority of institution is not clear within the central government's planning institutions.

In 2007, the government of Afghanistan requested JICA to technically and financially support MUDL and KM in preparing the master plan for metropolitan area of Kabul City. Simultaneously, in 2007 a new institution under the name of DCDA was established by the central government, which is explained in detail in Chapter 4. And DCDA was established only to deal with preparing a master plan for a Dehsabz New City close to Kabul but not the existing Kabul City. The reason DCDA is mentioned here is that the scope of exiting Kabul city master plan changed to Kabul City metropolitan master plan and the other important point is that MUDL signed a scope of work or a kind of collaboration agreement among three institutions such as MUDL, JICA and DCDA and it was very much unexpected that KM was not considered to be part of the mentioned agreement. And it was very unreasonable to leave KM out of the agreement. For more information about the agreement refer to **Appendix A**. Later KM found out about the issue and after some negotiations with central government, MUDL, DCDA and JICA reached to the agreement that JICA will work with KM on the preparation of master plan for Kabul municipal area and separately JICA will work with MUDL and DCDA on preparation of Dehsabz New City Master Plan. From the above issue it can be understood that the

central government institutions do not provide international agencies clear information and as a result they involve in signing agreements that exclude some important stakeholders. Related to the preparation process of master plan for existing Kabul City by KM and JICA, involvement of stakeholders and sharing the information a staff from the Department of Planning and Implementation of KM explains:

The preparation process of the master plan took a long time. In the beginning JICA organized a technical planning team that included urban planning experts from some Japanese consulting companies and Afghan planners, architects and engineers from KM. Then the Japanese planning experts' team was provided an office inside KM in order to work closely with Afghan planners. The planning team involved most of the governmental institutions in many decision-making stages of master planning and of course for the purpose of data collection as well. While preparing the master plan the planning team had continues meetings with all governmental institutions that were involved in urban planning affairs including MUDL, in order to avoid the problems and mistakes of the past. However, there were still issues related to data and information sharing among institutions because of lack of cooperation. Some of the required data for the master plan was produced by private local companies that were hired by Japanese team and some data of MUDL's master plan was also used. Citizens were not part of the preparation process of the master plans, but it was planned that citizens could be involved during the implementation stage of the master plan. Finally, the master plan document prepared by KM and JICA was approved both by MUDL

and president's office.

It can be understood from the transcription about both master plans for existing Kabul City prepare MUDL and the one prepared KM that both institutions did not involve the citizens and the private sector in the preparation process of making the master plans. In addition, both institutions had faced problems in regards to data and information collection from other governmental institutions because of lack of cooperation among the institution and also because of the absence of an institutional framework that could give planning institution the power to get required data as per exercise of law. Besides, the acquired data from various governmental institutions was not enough to complete the master plan document that is why, the institutions either relied on reports and data provided by international agencies or hired private local companies to collect needed data. Related to sharing technical knowledge and required data, a technical expert of JICA explains:

This is inevitable in any country not only developing countries but also in most developed countries and most data is dubious and data from different sources never matches. For instance, we needed good quantitative analysis for water endowment of Kabul basin based on hydrological data from metrological office ground water data acquired from ministry of mines and so on. Although there are some margins of errors, as long as we can make some consistent analysis, we can come up with some realistic features but you can never be precise. We also struggled with population data numbers but last result is always official statistics although many people believe they are not precise. We some kind dealt with margins of error so whether the existing population in the current municipal area is 3.5 or 4 million actually

doesn't matter. As you know we are talking about 20 years future and as long as we are grossly correct it is fine anyway we cannot be precise.

The insufficiency of data and information, lack of coordination among institution and absence a transparent institutional framework have made it very difficult both for MUDL and KM to define common problems and reach common agreements. For example, the MUDL prepared master plan was without the involvement of KM's professional, which as result was not approved by the president's office. Similarly, KM and MUDL couldn't reach to a common decision on whether to keep planning based on the planning style proposed by the Indian consulting company or the planning style proposed by JICA's experts, which finally decided by KM to continue preparing the plan based on JICA's proposed style. In addition, reaching common agreements on specifying green zones and industrial zones and new expansion areas for residential purpose were issues that were decided without reaching to stakeholders' consensual agreements.

6.5.2 Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)

As per the institutional framework wok explained in chapter and shown in **Figure 6**, master plans need to be prepared based on perception of ground realities provided by people of the area, data from various stakeholders and consultation with various sectors. And as mentioned earlier, the preparation of new master plan for Kabul City was first initiated by MUDL and later finally the preparation was completed by KM. Both MUDL and KM did not provide opportunities for stakeholders from civil society

to be part of the preparation process of the master plan. A member of CDC from district 11 of Kabul city explains:

I have been a member of CDC and NCD (Neighborhood Development Council) of district 11 since 2011 and I am an active member of local council (Jirga) since 2004. I have never heard of or talked to anyone from KM and MUDL to come and talk about master plan for Kabul city or any other future development. However, in 2011 JICA and UN-HABITAT started a project called KSP (Kabul Solidarity Program), where they were working together with the representatives of people of 11th district on rebuilding the broken infrastructure of the area and paving the streets. And I think that program was very successful, because it was planned based on the current needs of the people and people were directly involved in projects from planning to implementation stage. But regarding New Master Plan for Kabul City none of the representatives of 11th district and neighboring districts know anything. I think MUDL and KM should involve the representatives of people in the preparation process of such important document, because it is directly related to the daily life of the citizens. I believe the citizen of Kabul city or any other city of Afghanistan know a lot about their local communities, and their local knowledge can be of a great importance for preparing an acceptable master plan for the city. On the top of that, it is the right of the citizens to know what happens to their lands and surrounding environment in the future.

Many interviewed members of CDCs and Jirgas from other districts of Kabul city have similar stories to the one mentioned above. Some members have also mentioned

that MUDL and KM have visited their communities for some data collection only, but they were never asked for their opinion on the future development of the city. Similarly, local private sector and local NGOs have been provided the opportunity to participate in the preparation process of the master plan. For instance, Excellent Planning and Construction Company (EPCC) has been active in Afghanistan since 2004, which is one of the biggest private planning and development company. And regarding the participation of private sector in the preparation process of New Master Plan for Kabul City, a staff of the company explains:

After the fall of Taliban's regime in 2001, fortunately, the new regime of Afghanistan provided some great opportunities for private sector to participate in the development of the country. The private sector companies particularly that are involved in private development and construction since 2001 have gained some significant experience. However, neither the national government nor the sub-national governments trust the private sector companies to participate in expressing their opinion during the planning stages of large-scale national projects. For example, while MUDL and KM was preparing the master plan for Kabul city, they have involved international private companies only that were suggested by the donor agencies. I remember at that time no local private company was given the opportunity to participate. I think during the preparation of the master plan beside international private companies some local private companies should have also been given the chance to participate, so that they could have learnt from the experiences of international experts. I think the government should trust and support the local private sector companies by giving them the chance

to work together with international companies and government institutions on such national projects.

Similarly, the national and sub-national government of Afghanistan did not involve any of the local NGOs during the preparation of New Master plan for Kabul City. For example, Bureau for Reconstruction and Development (BRD) is one of the local NGOs, which has been active in Afghanistan since 2002. Regarding NGOs participation in the preparation process of the master plan for Kabul City, a staff of the BRD explains:

There are over 800 active local NGOs in Afghanistan, which are busy in providing services and carry out useful activities in various fields such as development, cultural and social affairs, academic and research, art and capacity development for Afghan people. The local NGOs have significant knowledge about the local communities of Afghanistan, and I strongly believe that their knowledge and experience can contribute in the preparation of master plans. Experts of BRD have repeatedly asked MUDL and KM to provide local NGOs the opportunities to participate in the preparation process of the new master for Kabul City. However, the government ignored BRD's request. The government only involved the international NGOs such as the World Bank and JICA and some international private companies.

Based on the sayings of stakeholders from civil society's group, the government did not provide any opportunities for the stakeholders of civil society to participate in the decision-making process of master preparation. However, on the other hand, KM and JICA claim that during the preparation process of the master plan they have involved the representatives of citizens and local NGOs. Dr. Hashimoto explains:

We tried to communicate with people in different parts of the city and also Kabul New City development area through KM district administration offices. And we had session in different districts to communicate with wide number of stakeholders including some residents. But such participatory planning approach is not institutionalized, but we just tried in a form of pilot scale. JICA as one of the stakeholders nominated our team, which is a joint venture of several Japanese companies and our team engaged some local companies to undertake some surveys such as socio economical survey, water survey and environmental base site survey.

Mr. Jaweed who is the chief planner in department of planning and implementation of KM explains:

Actually, we had some introductory sessions for some people in some districts of Kabul city, and while surveying some areas we need data for completing the master, so we involved some local private companies to help us collected the needed data. We are planning to involve the citizen in the implantation stage of the master.

And a member of provincial council of Kabul explains:

I really have no idea whether citizens or local NGOs were involved in the process of master plan reparation or not, because we ourselves are not much involved in the process of planning. The office of governor only received a formal letter from MUDL that writes:

MUDL in cooperation with KM have completed the new master plan for Kabul City, which is approved by the president's office. The governor's office is requested to cooperate with KM in the implantation of the new master plan.

Both KM and JICA claim that citizens and local private companies and NGOs were involved in the decision-making process of preparing the master plan, but the transcription of the language used clearly indicate that the opposite. For instance, Dr. Hashimoto said that citizen and local companies' participation has been tried in a form of pilot scale in some district. And Mr. Jaweed said that KM had some introductory sessions for some people in some districts. But the master plan is prepared for all population of all the districts of Kabul city not only some district or some limited number of people. The transcription of their language also indicates that the involvement of people was for data collection purpose only, but they were not given the opportunity to express their opinion or be part of the decision-making process. Similarly, the involved private companies were given the task of completing some data collection for preparing the master. The private companies were part of the decision-making process.

6.5.3 Coordination and Conflict resolution (National Government with Civil Society)

Opinion conflict between civil society and governments is an inevitable phenomenon that can emerge along the way of master plans preparation and implementation in any country. It is the responsibility of governments to establish mechanisms to handle the situation professionally considering the benefits of all involved stakeholders. In Afghanistan, the responsible actors who deal with conflict of opinion between the government and civil society are the legislative and the judiciary bodies of the government. But how did the mentioned bodies of government of Afghanistan deal with challenges of conflict in the preparation of New Master Plan of Kabul City?

Interviewees from civil society and government institutions have mixed opinions about the way conflicts about New Master Plan for Kabul City is dealt by the government. For instance, a member of CDC from Shahr-e-Naw area located in 11th district of Kabul City explains:

First of all, let me tell you that all of the ordinary residents of Kabul City do not know anything about the New Master Plan of Kabul City. They do not have any clue about the decisions made that are directly related to their daily life. Very recently, Kabul Municipality has changed some residential parts of our district to commercial area and many high-rise buildings are constructed here, which totally violate the privacy regulations. The residents of the area complained to the parliament, but nobody in the parliament lessened to us because most of the tall buildings belong to the members of the parliament and officials of the government.

In one other case related to unaccountability of government the head of Jirga of a village located in east of Kabul City named Khak-i-Jabar explains:

Based on the master plan of Kabul City, KM has approved a private township named Syed Jamaluddin Afghan close to our village. But the new township has changed the direction of the ring road and closed the routes that were used by neighboring villages to access city center. Now the residents of Khak-i-Jabar, Weyar Ahmadzia, Qala Muhsin and Butkhak travel long distance to reach to the city center. We complained to parliament, but no one actually cared about or complains.

Related to Sayed Jamaluddin Afghan Township, Pajhwok Afghan News writes:

Kabul Municipality design and implementation head, Mohammad Yasin Niazai, confirmed they had approved the township, which he said was designed in accordance with the city master plan. But he did not provide details about problems resulting from the project. Feb 14, 2015

But some government official claim that there are many difficulties within the government of Afghanistan that cause such problems. For example, the former minister of MUDL Mr. Mohammad Yousaf Pashtun explains:

Over 26 illegal townships have been developed across Afghanistan out of which 22 are located in Kabul City. The development of such illegal townships is facilitated by some high-ranking official who are either shared partners or are highly benefited from such developments in one way or the other. Such developments have caused many challenges in the way of master plan implementation; besides they have violated the rights of ordinary citizens.

The high-ranking officials that Mr. Pashtun stated in the interview most of them are member of legislative body of the government. Regarding this issue Dr. Mujiburrahman Samkanai who is parliament member has told Daily OUTLOOK:

"Most MPs are misusing their positions, grab people's land. To block possible investigations, they are seeking membership of the Wolesi Jirga (lower house) Complaints Commission," October 16, 2012

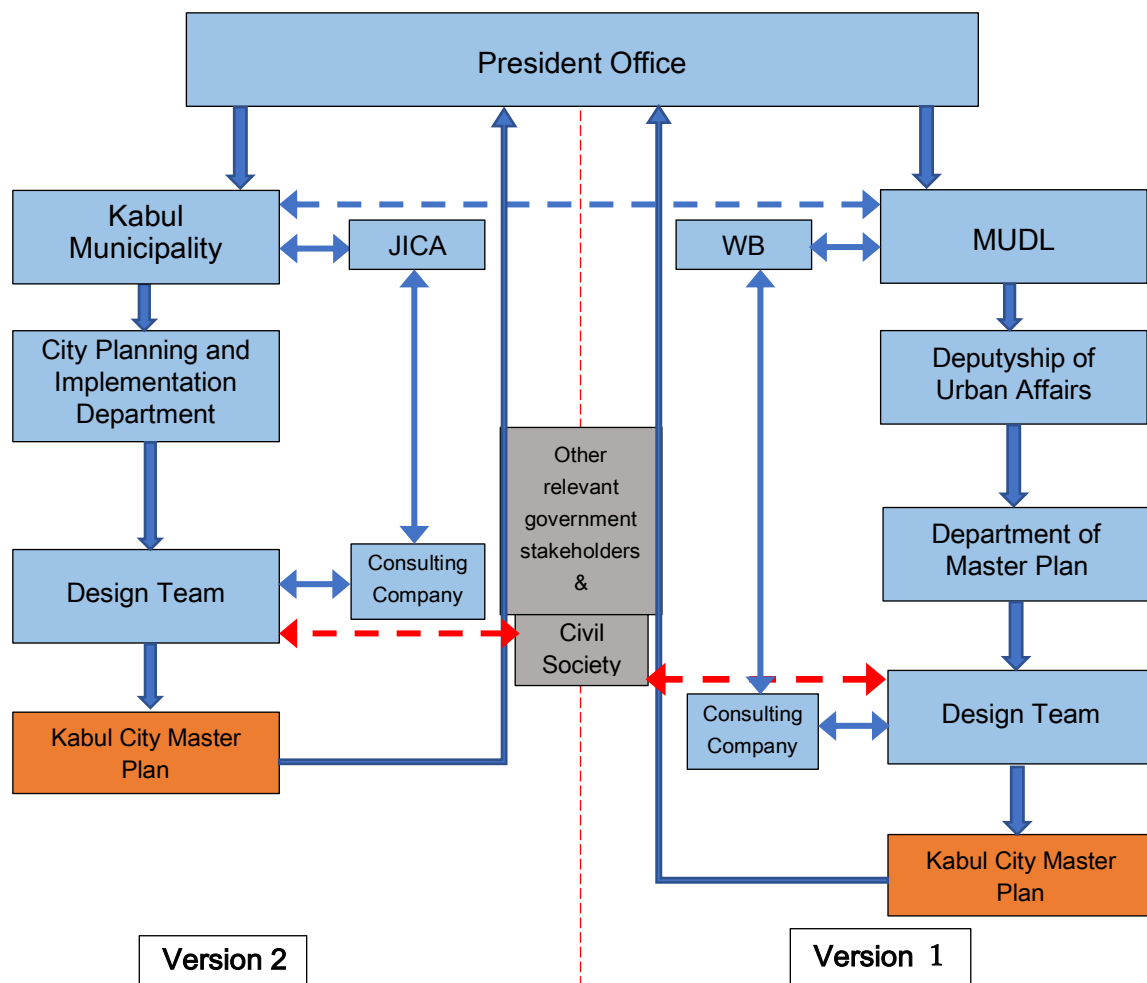
The transcriptions of interviews above carry discourses that directly indicate to the fact that the government of Afghanistan did not have any mechanism in place for coordination and conflict resolution to deal with issues related to New Master of Kabul City. The representatives of the public in parliament who are to be accountable to complaints and questions of the public, however, in case of Kabul City most of

the representatives cause the problems for the public. In addition, some government official agrees to the fact that there are weaknesses in the government which increase the distance between the civil society and government bodies. For the evaluation summary refers to the **table 9**.

6.6 Collaboration of involved stakeholders

From the evaluation of the Kabul City master plan, it is revealed that the involved stakeholders have collaborated in the preparation of the master plan following the steps based on the process diagram shown in **Figure 23**:

Figure 23. Collaboration of Involved Stakeholders in Master Plan for Kabul City



The red line in the middle of the process diagram divides the shape into two versions (version 1 and version 2) of master plan for existing Kabul City, which was prepared by two different stakeholders separately. From the interviews with the stakeholders, it is found that in the preparation of existing Kabul City Master Plan only a limited number of stakeholders were involved. In the beginning as per the order of the president's office, MUDL decided to prepare the master plan and requested World Bank to support the ministry in the accomplishment of the task. The World Bank accepted the request of MUDL to both technically and financially support MUDL in preparation of master plan for existing Kabul City. The World Bank hired an Indian Urban Planning Consulting Company to work with MUDL. And, at the same time the minister office of MUDL ordered the Deputyship of Urban Planning Affairs to designate a specific design team to work with the Indian Urban Planning Consultancy in preparation of the master plan for existing Kabul City. Both the design team of MUDL and the Indian Consulting Company conducted the needs assessment for the preparation of the master plan. However, while conducting the needs assessment the role of civil society was very weak. Also, the collaboration with key government stakeholders while preparing the master plan and making decision on some key issue that directly affected the stakeholders was superficially considered. Even, Kabul Municipality for which the master plan was prepared was not part of the design team and the collaboration between Kabul Municipality and MUDL was very weak at that time. Finally, the design team of MUDL and the Indian Consulting Company finished the preparation of Existing Kabul City master plan. After the design team completed the job, the finished master plan was sent to the minister of MUDL for signature. After the signature of minister, the plan was sent for approval to the president office. The

President's held a meeting where the key urban planning relevant ministers were invited including Kabul Municipality Mayor. During the meeting, Kabul Mayor raised many issues that were not considered in the master plan prepared by MUDL. In addition, some of the other ministers were also not aware about the decisions taken by MUDL. That is why the president did not approve the master plan that was prepared by MUDL, and the president tasked Kabul Municipality to prepare the master plan for existing Kabul City. Kabul Municipality followed some kind of a similar approach as MUDL did. The only difference was that KM requested for the technical support of JICA instead of the World Bank. JICA accepted the request of KM to both technically support KM in preparation of master plan for existing Kabul City. JICA hired a Japanese Urban Planning Consulting Company to work with KM. And, at the same time the Mayor office ordered the City Planning and Implementation Department to designate a specific design team to work with the Japanese Urban Planning Consultancy in preparation of the master plan for existing Kabul City. Both the design team of KM and the Japan Consulting Company conducted the needs assessment for the preparation of the master plan. According to KM and the Japanese Consulting Company, they tried it is best to collaborate with the key government stakeholders while preparing the master plan. After the design team completed the job, the finished master plan was sent to the minister of MUDL for signature. After the signature of minister, the plan was sent for approval to the president office.

The process diagram shown in the above figure clearly illustrates the general sequence of stakeholders' participation that when and what stage a specific stakeholder was involved in preparation process of making the existing Kabul City master plan. However, during the preparation process of making the master plan it was not specified

that how long should the participation period should be, because the duration of participation period is neither mandated in the existing institutional framework of urban planning nor it is specified in any guideline of the responsible authority of urban planning. That is why, for example, sometimes the approval of the master plan takes a day and sometimes it takes months to get the approval of the ministry.

And, based on the response evaluation of key stakeholders considering the decided evaluation criteria for this research, the collaboration of stakeholders in preparation process of master plan for existing Kabul City is rated in point scale of 1 to 5. In the rating scale 1 represents very weak relationship, 2 represents weak, 3 represents average, 4 represents strong and 5 represents very strong collaboration among stakeholders. From the evaluation of responses from key stakeholders it is revealed that lack of coordination among institution and absence a transparent institutional framework made it very difficult both for MUDL and KM to involve the key stakeholders in the preparation of master plan. The in-house coordination in MUDL and KM was relatively fine, which is rated 3. However, for example, the Master Plan that was prepared by MUDL was without the involvement of KM's professional, which as result was not approved by the president's office. And, the president office asked KM to prepare the master plan. The government of Afghanistan did not have any mechanism in place for public participation, coordination and conflict resolution to deal with issues related to New Master Plan for existing Kabul City. Both KM and MUDL asked the citizen when needed for general data collection but civil society groups were never part of any decision-making process, which is rated 1. Since in the design teams of both MUDL and KM only the professionals of the two-government institutions were involved and other key stakeholders were not part of the design team,

so it was very difficult for both MULD and KM to collect the required information. And, it took both institutions to collect the data because some institutions had long documentation procedures and some did not cooperate. And, most of the time the international consulting companies spend company resources to get initial required facts. That is why the fact sharing criteria is rated 2 and the insufficiency of data and information is rated 3. Similarly, KM and MUDL couldn't reach to a common decision on whether to keep planning based on the planning style proposed by the Indian consulting company or the planning style proposed by JICA's experts, which finally decided by KM to continue preparing the plan based on JICA's proposed style. In addition, reaching common agreements on specifying green zones and industrial zones and new expansion areas for residential purpose were issues that were decided without reaching to stakeholders' consensual agreements, so both Problem Definition and Reach Agreement criterion are rated 2.

Table 9. Evaluation Summary of Existing Kabul City Master Plan

Criteria Case	1. Stakeholders Involvement	2. Public Participation	3. Sharing Facts	4. Information Adequacy	5. Problem Definition	6. Reach Agreement
Existing Kabul City Master Plan	In the process of preparing the existing city master plan only formal national and international institutions were involved. The authority line between MUDA and KM was not clearly defined which caused duplication of planning processes and resulted in producing two different master plans... 3	Civil Society's role was very limited during the preparation process of the master plan, and they were only survey for some primary data collection of master, but they were not given any part in decision making. However, they were involved during the implementation of some areas.... 1	It took the national and international planning institutions long time to acquire the required facts for preparing the master, because some institutions have very long documentation procedures to share relevant facts with international firms... 2	Some very important information such as current demographic data, statistics and land registration records was a big challenge for international planning agencies to deal with. Besides there is no such mechanism that can update and share the data... 3	The case of Kabul city master plan is very complicated in terms of reaching to problem definition, because there were two national planning agencies that were authorized by the central government to carry out planning, where there was no clear line of authority.... 2	While preparing the master plan KM was given limited opportunity to decide on some issues and MUDA completed the plan, that is later it was not accepted by KM, since KM has also been authorized to plan the city, so it involved JICA in preparing the plan.... 2
	N.G.	S.G.	S.G.	C.S.	C.S.	N.G.

Source: Author

Point Scale of Evaluation				
1	2	3	4	5
Very weak	Weak	Average	Strong	Very Strong

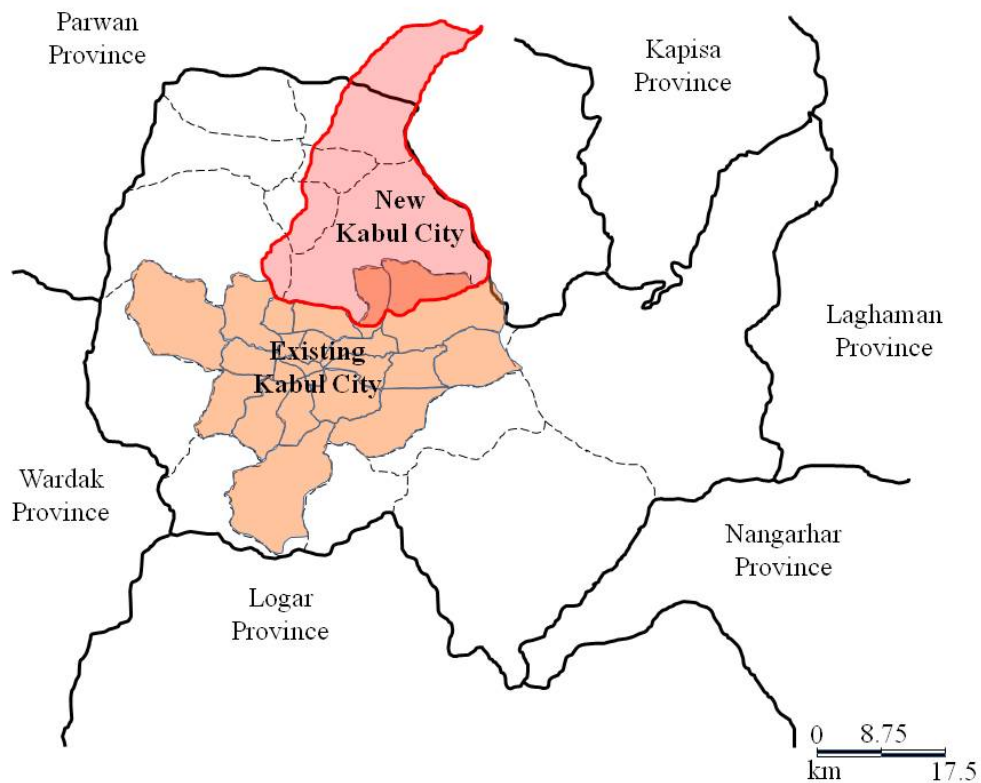
6.7 Introduction of Master Plan for Kabul New City (Dehsabz New City)

During the establishment of new government in Afghanistan after 2001, the existing Kabul City experienced overburdening urban problems such as, continues sudden increase of population, rapid informal development of the city, lack of public services and facilities, and increasing demand for housing with limited supply. The municipal administration and the urban planning institutions at that time were not able to effectively manage and overcome the mentioned urban challenges, so the Government of Afghanistan thought that the only way out would be developing a new city. In order to initiate the planning activities of Kabul New City, first, two commissions were established in 2005 by the Government of Afghanistan, a commission to assess the expansion of existing Kabul City and a commission to implement Kabul New City. As a result of the mentioned two commissions, through presidential decree no. 32, independent board of Kabul New City Development and its executive agents was established in 2006. According to Kabul New City officials, in 2006, JICA was requested by the Government of Afghanistan to conduct feasibility studies to about the chosen location for the development of new city. JICA's technical team along with Afghan experts suggested the chosen location by the government of Afghanistan is a suitable location.

The proposed location for Kabul New City covers most of Dehsabz district of Kabul Province and includes some villages from the neighboring districts, which is located 30 km from existing Kabul city center as shown in **Figure 24**. The chosen location of the city is surrounded by arid mountains and it is located at an average height of 1800m above sea level, which is 40m above the average height of existing Kabul City (1760m). The location has a very dry climate and limited access to water resources.

Typically, across the area the annual rainfall is limited that is usually no more than 300mm. Two master plans were prepared for the mentioned location, which are explained separately under different sub-titles.

Figure 24. Location of Dehsabz New City



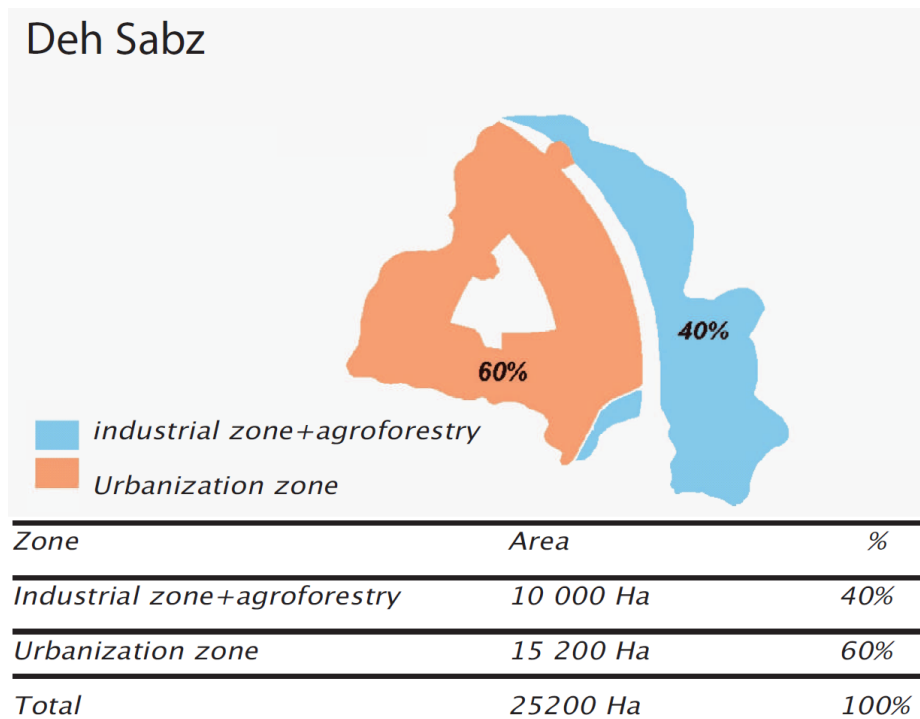
Source: Author (Using Google Map & JICA Reports)

6.7.1 Master Plan for Kabul New City by French Company

In 2007, based on the resolution of Independent Board of Kabul New City Development, Dehsabz City Development Authority (DCDA) was established as an executive agent to manage the planning activities of the new city. DCDA and MUDL together, through a bidding process chose a French planning consultancy company to prepare and design a master plan for Kabul New City in early 2007.

The chosen French company was ARCHITECTURE STUDIO, which has designed a number of urban planning projects in Europe, China and Middle East. However, presumably, the company may have not had the experience of designing such a large-scale project like Kabul New City, so the company involved other international consultancy firms such as FRANOR, PARTENAIRES DEVELOPPEMENT, COMPOSANTE URBAINE, EAU DE PARIS and DEERNS. ARCHITECTURE STUDIO in cooperation with DCDA and financial support of JICA headed the team, which was comprised of urban planning professionals and engineering technicians from all the mentioned international consultancy firms. In early 2007, the experts' team DCDA and the French team carried out a series of fieldworks, and data gathering from various national and international sources for finalizing the master plan. The company tried and planned the new city based on European standards considering the concept of sustainable cities, which integrates the environment, the respect for natural resources, social and economic equity and respect for culture. The proposed new city master plan covers 25,000 hectares area, which includes urbanization zone and industrial zone/agro forestry areas, excluding the 2000 hectares of central park as shown in **Figure 25**.

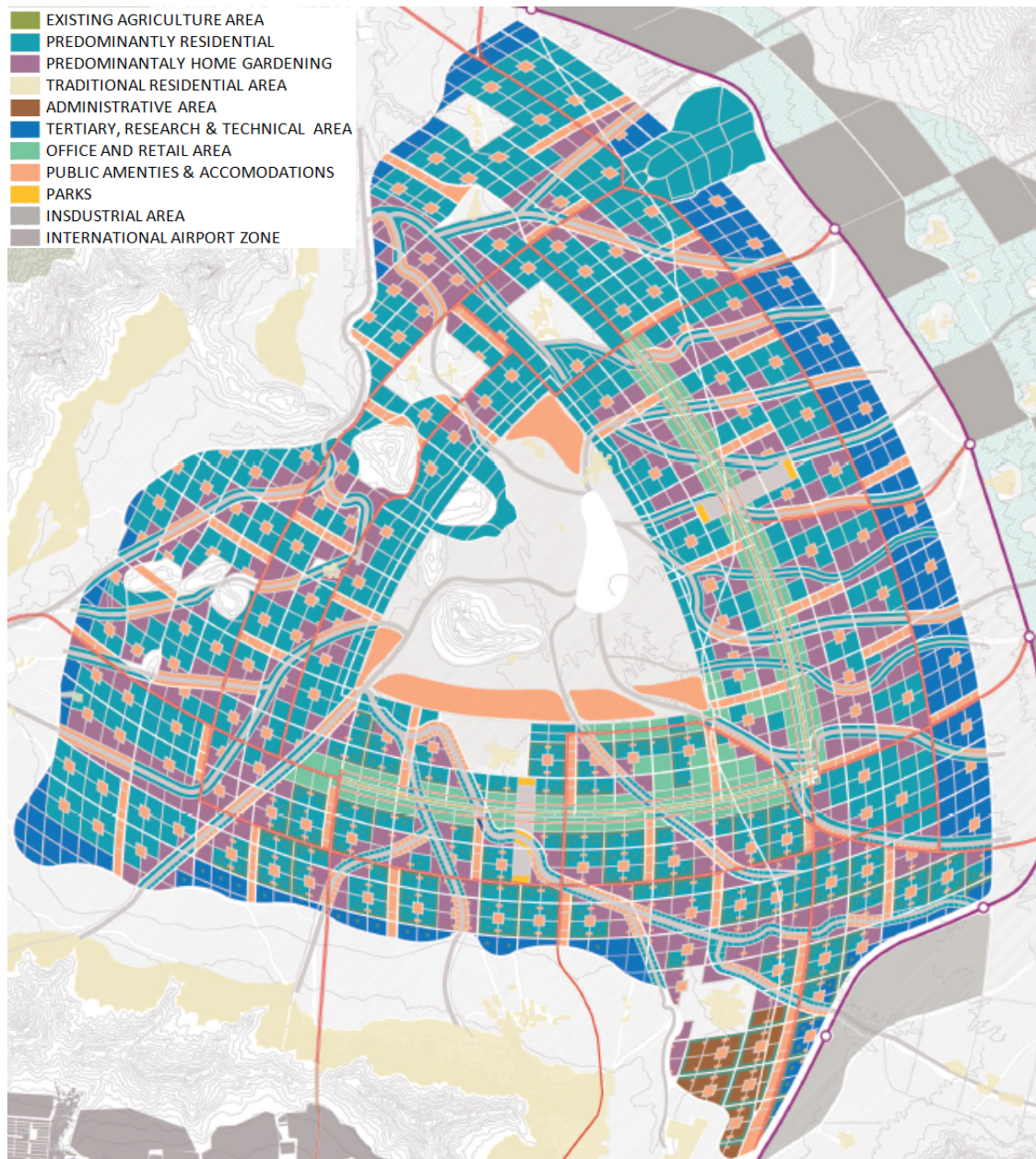
Figure 25. New City Area Allocation



Source: DCDA

The proposed concept master plan was designed for an ultimate population of 3 million people in 30 years. For developing the proposed master plan, a land use development plan was proposed, which was based on the idea of dividing the area in blocks as shown in **Figure 26**.

Figure 26. Land Use and Functional Block Plan



Source: DCDA

According to the team, it was more effective to establish a functional mix in each block and introduce a dominant thematic characteristic in order to ensure social cohesion and optimize the urban performance of the city. Each block was directly connected to its related urban functions depending on the characteristics of the block. In the land use development plan six categories of blocks were proposed as described in **Table 10**.

Table 10. Block Categories and Uses

Block Category	Block Use
BP	Public facilities and housing for government sector only
BH	Housing, retail outlets and minimum public services
BO	Offices, some housing and minimum public services
BA	Administration buildings
BR	Tertiary and research
BG	Urban market gardening, housing and public services.

Source: Author (Extracted from DCDA documents)

The concept of master plan for Kabul New City was completed by the ARCHITECTURE STUDIO in November 2007. According to DCDA officials, following the completion of the master plan by the French consulting company, JICA's technical team evaluated the applicability of the prepared master plan and in consultation with DCDA reached to a conclusion of revising or preparing another master plan. Consequently, in end of 2007 it was decided that JICA's technical team in cooperation with DCDA will make another master plan for Kabul New City.

6.7.2 Master Plan for Kabul New City by Japanese Company

According to DCDA officials, in 2008, JICA assigned the task of Kabul New City master plan preparation to RECS International Inc., who was involved in preparing the new master plan for existing Kabul City. RECS International Inc. teamed up with DCDA and two other partner Japanese planning consultancy firms, who all together started working on the development master plan for Kabul New City. The experts team prepared the master plan based on previous JICA's studies and submitted the interim report of the master plan in January 2009, and finally the master plan was formally

approved by Ministers' Cabinet of Government of Afghanistan on March 26th 2009.

According to the master plan report, the master plan covers total area of 47,000 ha (470 km²), and the development of 20000 ha (200 km²) is expected as urbanized area till 2025. In the proposed master the estimated ultimate population of the city is projected 3million people, and it is planned that the city will accommodate 1.5 million people by 2025 as calculated in **Table 11**.

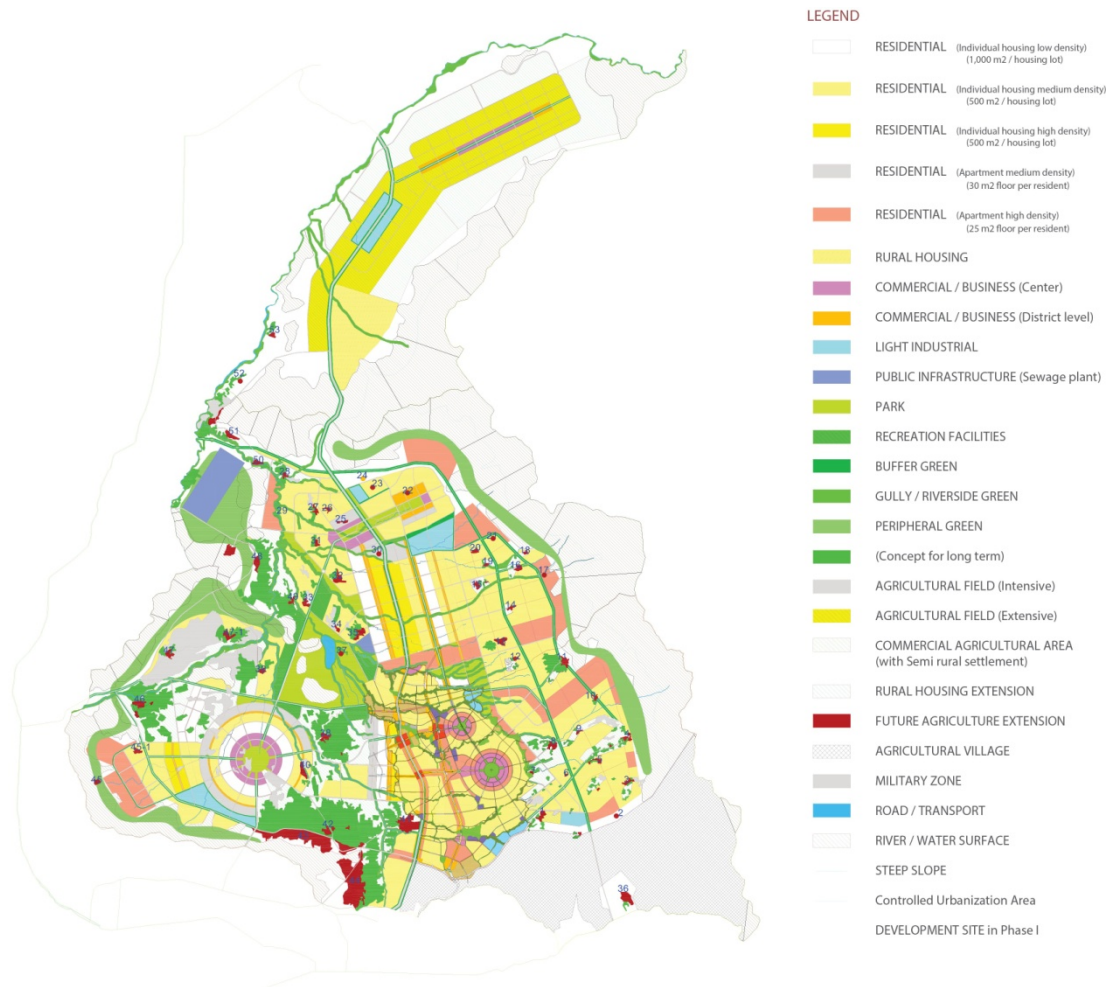
Table 11. Projected Population of Kabul New City by 2025

	Barikab	Dehsabz N	Dehsabz S	Paymonar	Total
Development area I	140,000 (3,965 ha)	320,000 (6,221 ha)	382,000 (5,127 ha)	271,000 (4,823 ha)	1,111,300 (20,136 ha)
Ongoing public projects	45,000	150,000	51,721	0	246,721
Villages	9,841	31,376	27,112	71,671	140,000
Total	194,841	501,376	460,833 (19,949ha)	342,671	1,498,021 (74,040ha)

Source: JICA Report

A general land use plan was proposed for the new city development area, which includes variety of urban functions and different population distribution across the planning area, which is illustrated in **Figure 27**.

Figure 27. Land Use Plan of Kabul New City

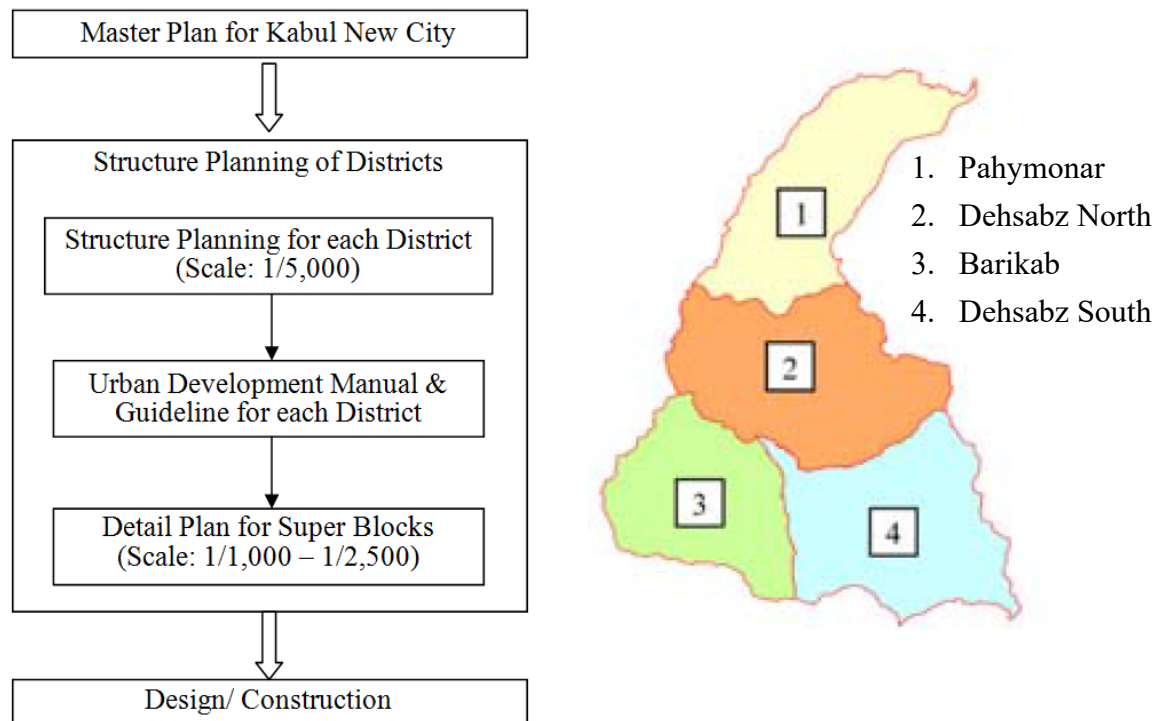


Source: DCDA

The proposed master plan was further prepared based on a style of urban planning, which was similar to the inherited planning system of former Soviet backed government. The master plan preparation method of former government was to prepare the master plan first, and second, the structure plan was prepared and based on the structure plan the development manual and detail plans were prepared. The new city master plan was prepared similarly. The area of the city was decided into four districts including Paymonar, Dehsabz North, Barikab and Dehsabz South. Afterwards, it was planned to prepare a structure plan at scale of 1:5,000 for each district, which

will be followed by preparation of detail plans within each district as shown in **Figure 28**.

Figure 28. Position of District Structure Plan



Source: DCDA

6.8 Analysis of Kabul New City (Dehsabz) Master Plan

The analysis of Kabul New City (Dehsabz) Master plan is also divided into three sections based on the analytical viewpoints demonstrated in research framework in **Figure 6**. The sections are separately explained in detail as bellow:

6.8.1 Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)

The government of Afghanistan has already pre-selected the location of Dehsabz New City before the involvement of JICA and the establishment of DCDA. The selection of the site by the government of Afghanistan was based on the finding of

the commission that was appointed by the president in 2005. JICA, as a financial and technical support agency, and DCDA as a newly established institution for dealing with new city's affairs were involved in the initial stage to start some feasibility study of the chosen location. Regarding the site selection for new city, the CEO of one of the involved Japanese consulting companies who was a senior member of JICA's expert team during the foundation stage of the master plan preparation for new city explains:

The location of Kabul new city was pre-selected. Actually, I wanted to move the location farther away close to Panjshir river to solve the water issues and then develop from there and then develop toward Dehsabz area and I think that was the ideal solution but we had no choice.

Also, regarding the involvement of stakeholders in the selection of site for Dehsabz City, a staff of Public Housing division of DCDA explains:

The cabinet of ministers and some Afghan experts chose Dehsabz area as the best suitable location for the development of new city. At the site selection stage, the only decision-making stakeholders are the president's office, ministers and deputy ministers. Institutions such as private sector, representatives of public and international agencies were not involved.

After the selection of the site for new city, DCDA was established as an authorized institution to deal with urban planning affairs of the new city, also at the mean time the government of Afghanistan requested JICA to financially and technically support the project. JICA accepted the request of the government and JICA together with DCDA and MUDL carried out a detailed feasibility study of the chosen site and suggested that the location was suitable for the development of new city. After JICA submitted the feasibility report to the government of Afghanistan, the government hired a French Planning Consulting Company to prepare the master plan for Dehsabz City.

A staff from the urban planning division of DCDA explains the reason behind the selection of the French company:

After the submission of feasibility report, we believed and it was very reasonable that the government of Afghanistan would choose JICA for the preparation of master plan for Dehsabz, because the expert team of JICA was already working on the Kabul metropolitan area master plan and the team already carried out the feasibility study in the chosen site and knew about some technical details of the area. But it seems for some unknown reasons there appeared some distance between the government of Afghanistan and JICA, or the government thought that the expert team of JICA is currently busy working on the master plan for existing Kabul City, and that is why a French consulting company was chosen by board of directors of DCDA to prepare the plan.

DCDA and the French consulting company completed a master plan for Dehsabz City in almost a year, which was then sent for approval to the central government. However, the prepared master plan by DCDA and the French company was not approved by the government, and that is why the government of Afghanistan requested JICA again to complete the master plan of Dehsabz City. At the end of 2007 JICA signed an agreement with MUDL and DCDA to prepare the master plan with collaboratively. In the initial stage the scope of the signed agreement of was the whole Kabul metropolitan area, but later the agreement was specified to Dehsabz city and the existing Kabul City master plan was dealt with separately by KM and JICA.

The expert team of JICA in collaboration with DCDA, MUDL and other government stakeholder completed the master plan for the new city in January 2009, which was then approved by MUDL and the president's office in March 2009.

Regarding the involvement of stakeholders and citizen participation in the planning process, the CEO of one of the involved Japanese consulting company explains:

The stakeholders involved in the master plan were three institutions such as MUDL, KM and DCDA directly. But as you know, when we say participatory planning, generally we would have to go down to the people who are living there. We tried to communicate with people in different parts of the city and also Kabul New City development area through KM district administration offices. And we had session in different districts to communicate with wide number of stakeholders including some residents. But such participatory planning approach is not institutionalized, but we just tried in a form of pilot scale. JICA as one of the stakeholders nominated our team, which is a joint venture of several Japanese companies and our team engaged some local companies to undertake some surveys such as socio economical survey, water survey and environmental base site survey.

Also, a staff of Social Housing Division of DCDA explains about the involvement of governmental institutions and the citizen participation in the planning process:

When the expert team and DCDA started working on preparing the master plan, we tried to involve all the governmental institutions that have direct or indirect relation with urban planning affairs. We conducted social surveys through which we communicated with local people in the area for some necessary data collection. But during the decision-making process of the master plan citizens were not involved, because the expert planners know where is suitable to be chosen as a residential area or commercial and so on and the ordinary people don't usually care about such decisions and issues and don't know much about it. And most of the landowners I believe

do not disagree with master plans, structure plans and development plans.

The government is the owner of the whole country, and when the government plans anything it has to be implemented not matter what. There might be some minor changes in the plan, but plan will be implemented exactly as planned.

Regarding sharing facts and information adequacy, the CEO of one of the involved Japanese consulting company explains:

JICA's team had many experts who were representing different aspects such as transportation, water resources, social services, urban planning and environmental planning of course. So, in those individual experts of JICA worked closely with the related ministries to obtain data and learn their policies in order to reflect in the master plan.

A planner from the urban planning division of DCDA has his side of the story about data sharing:

The main intent of establishing Independent Board of Dehsabz City was to increase the cooperation and collaboration among involved governmental institutions for the completion of the master plan project. But in Afghanistan some institutions don't understand that, and some institution did not cooperate with the planning team enough in the provision of the required data for the master plan.

In the transcription, JICA doesn't directly mention that the governmental institutions did not share information with the planning team, but it can be understood that JICA's expert worked closely with DCDA and generated the data that they could not receive from government stakeholders. And regarding the adequacy of information the CEO of the Japanese consulting company adds:

This is inevitable in any country not only developing countries but also in most developed countries and most data is dubious and data from different sources never match. For instance, we needed good quantitative analysis for water endowment of Kabul basin based on hydrological data from metrological office ground water data acquired from ministry of mines and so on. Although there are some margins of errors, as long as we can make some consistent analysis and we can come up with some realistic features but you can never be precise. We also struggled with population data numbers but last result is always official statistics although many people believe they are not precise. We some kind dealt with margins of error so whether the existing population in the current municipal area is 3.5 or 4 million actually doesn't matter. As you know we are talking about 20 years future and as long as we are grossly correct it is fine anyway we cannot be precise.

DCDA did not want to disclose land ownership data. This is understandable because it is very sensitive data. If such data is available to other donor this would encourage land speculation.

It can be inferred from the above transcription that other involved institutions did not help the planning team to complete the data collection for the master plan. Some of the missing data was collected through hiring local private companies and some data was used based on assumption. From the last paragraph of the transcription, it can also be inferred that DCDA being part of the planning process did not cooperate well enough with JICA in terms of some important data sharing like landownership data. Although the JICA expert mentioned that not sharing the landownership data is “understandable”, it created many problems in the later stages of preparing the master plan, which was one of the many reasons that JICA stopped supporting the project

in the end of 2015.

Common problem definitions in the first master plan for Dehsabz City by the DCDA and the French consulting company were defined between the mentioned to institutions based on the data that was partly acquired from governmental institutions and partly from international agencies and private local companies. Also, some very controversial planning decisions were agreed just between DCDA and the French company. Eventually, when the master plan was sent for approval, many government stakeholders raised some major issues that DCDA and the French company could not respond well and as result the master plan was not approved. On the other hand, in the second master plan which was prepared by financial and technical support of JICA in collaboration with DCDA and MUDL, JICA's technical team tried to define problems together with DCDA, MUDL and some of major government stakeholders and most decisions were reached based on collaborative agreement. However, referring back to transcriptions of both DCDA and JICA, there are some specific discourses, which point out that in the decision-making process the public was not involved. The issue of not involving the public has later caused a number of serious issues.

6.8.2 Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)

The stakeholders from Civil Society's group have expressed completely opposite opinions compared to what was said by JICA and DCDA experts. Within the selected territory of master plan there already exist 54 villages. Ministry of Rural Development Affairs and some international NGOs like UNOPS and UN-HABITAT have already established CDCs there, and they together with the support of residents of existing villages have completed a number of development projects. For the purpose of

this research representatives of people from two villages were interviewed that are from NAWA and BABAQASHQAR villages. Regarding citizen participation, one of the local council's (Jirga) leaders from NAWA villages explains:

During the preplanning stage of New City in this area, some engineers visited our village for several times. The engineers gathered the elders of village and some members of CDCs and told us that a new city will be developed in this area, which will help your communities grow economically and your villages will be preserved. They also collected some information about the number of villages, the number of people in every family and land ownership. After a few months they appeared again and gathered the people of some neighboring villages and demonstrated the master plan of new city in a big sheet of paper. All of the decisions about our land parcels in the big sheet of paper were not discussed with us at all. At the moment of explanation, the residents did not say anything, because it was difficult for them to get the bigger picture from a sheet of paper. But after understanding the whole picture of government's unilateral decisions, they all protested during the inauguration ceremony that was held for the implementation of the master plan on May 16th 2013, which totally stopped the project. I am very much confident, if the government officials explain the project in detail and involve landowners in the decisions that are related to their land, city development will never face such challenges.

Local NGOs were also not given the chance to be part of the decision-making process of the master plan, although it was the objective of DCDA establishment to cooperatively involve all the key stakeholders such as governmental institutions, civil society groups and other key stakeholders. A member of Afghan Educational and Rehabilitation Organization, which is a local NGO, explains:

Unfortunately, local NGOs have not been given the chance to express their opinion about the master plan. Involving local NGOs in the preparation process of master plan for Kabul New City would have helped in producing an acceptable and implementable master plan. Because our NGO and many other local NGOs had been working in many villages of Dehsabz area for several years on education, rehabilitation and development projects together with INGOs, CDCs and Shuras, which has resulted in producing reliable information about the area and acquired the trust of communities. The government and international planning agencies should have utilized the resource of local NGOs, which they did not.

Local private planning companies also complain that they were not given the chance to participate in the initial stages of making the master plan. Regarding the participation of local private development companies, a staff of OMARZAY COMPANY LIMITED, which is a leading private developer in Afghanistan, explains:

After the government of Afghanistan in collaboration with international planning companies finished preparing master plan for Kabul New City, they decided to involve local private sector planning companies. And on Wednesday 20 February 2013, DCDA official have signed three contracts that worth 6.5 Billion US Dollars for the development of Parcels 2, Phase One of Kabul New City with three local private development companies. The chosen private companies were OMARZAY COMPANY LIMITED to develop Parcel 2.1, Oxin Ariana Construction Company to develop Parcel 2.2 and Golden Special Equipment Limited to develop Parcel 2.6. The contract allowed each company to complete both the detailed design and development of designated parcels based on following the criteria set by DCDA.

I think government should not only depend on international planning companies, it should also give local private sector to participate in planning from the beginning to the end. And it was a good opportunity for local planning companies to learn from the experiences of international planning companies. But the government did not provide local private sector to work together with international planning companies.

The exact discourses about involvement of government stakeholders and citizen participation in the preparation process of Dehsabz City Master Plan that are mentioned by the expert members of JICA and DCDA clearly convey a similar meaning. Both institutions agree that they tried to involve most of the official government stakeholders in the process of planning; also, they both agree that they tried to communicate with local citizens too. However, the communication of planning team with citizen was only for the purpose of primary data collection as part of social survey, but the citizens were not given the chance to participate in the planning process. As the JICA expert pointed that citizen participation is “*not institutionalized*”, so the planning team just tried to only communicate with the citizens in form of data collection rather than involving them in the whole process of decision making. Similarly, both local NGOs and local private sector companies were not provided an opportunity by local government or in this case by DCDA to participate in the initial stages of master plan preparation for Kabul New City.

6.8.3 Coordination and Conflict resolution (National Government with Civil Society)

Planning and preparation process of master plan for Dehsabz City was a very controversial issue from the very beginning. After the national government decided preparing a master plan for Dehsabz city, many conflicting issues raised between civil society and the responsible planning agency (DCDA of that time). One of the main issues was landownership clarification and land acquisition. Within the boundary of Dehsabz City there are many traditional villages that have been there for many decades, and they claim the ownership of land that is either used for living or agricultures purposes. However, the planning agency claimed that most of the land belong to the government, and there are some big landowners who have grabbed public land. In order to find out that how were land conflict between residents and the planning agency were dealt with, some key members of civil society and national government are interviewed who have varying opinions about the resolution of land conflict. For example, a member of parliament Mr. Allah Gull Mujahed who is also the community leader of Dehsabz area explains:

Most of the key planning decisions about Dehsabz City mater plan that directly affect residents of Dehsabz were taken by small group of high-ranking government officials rather than sharing those decisions with wider circle of stakeholders. And suddenly one day the planning agency showed up with some plans about how the government wants to develop Dehsabz area. The government wanted to acquire a big portion of the land with a very low price from the residents of the Dehsabz area. And, when the DCDA explained its plans to the residents in various community gatherings, none of the landowners showed willingness to sell their land for the price fixed by DCDA.

The landowners wanted to be part of the plan rather than selling their property and leave the area. I both as the representative of people in the parliament and the community leader of Dehsabz area did not let DCDA or any other entities decide on behalf of my people. I believe it would have been easier if DCDA and MUDL reached the civil society groups through me, because I know the mind set of people in this area better than the planning agency. The people in Dehsabz area share their problems with me not with the government.

From the view point of public, the conflict between the planning agency and the civil society should not be handled the way the national government is dealing with currently. A community leader of one of the villages in Dehsabz area called BAKHTIARAN village was not happy how the national government handle the conflict between the civil society and the planning agency. He explained the shortcomings of the government in coordination and conflict resolution for planning of Dehsabz New City as follows:

We are local people of the village, and we do not know anything technical of what urban planning is and how it really works. In our daily lives, we are always busy in agriculture activities in the field. In case the residents of BAKHTIARAN village have any issue, they come and negotiate with me. And we all together agree upon a decision that is acceptable for all. If as a community leader I could not resolve the issue, it is referred to Mr. Allah Gul Mujahed or Mr. Mullah Tarakhil who are the representatives of Dehsabz area in Parliament of Afghanistan and besides they are known as the leader community leaders of Dehsabz area, and they solve the issue. When the planning agency decided to acquire our land and planned our future relocation places without us knowing about that, that kind of sudden

decisions were not accepted by people. The government should have coordinated and negotiated the part of planning that affect people directly with the community leaders of the area. Then, at least the community leaders could make people understand what is going to happen for them in near future.

Similarly, the Imam of Faiz Ul Quran Jamia mosque complained about the approach of planning agency and national government to people. He explains:

Most people in the villages are not educated enough to understand the colorful master plans shown to them. What they really want to understand is what is going to happen to their property and their land once the government starts implementing the plan. I think mosques are the best places where residents' meetings can be scheduled to inform various civil society groups about some basic and fundamental decisions that how master planning for their area can shape their daily lives.

Some official high-ranking members in the directorate of urban planning of MUDL believe that the division of authority between MUDL and DCDA was not very clear, when Dehsabz City master plan was being prepared. According to one of the members of Urban Planning Directorate of MUDL:

Master preparation used to be the authority and responsibility of MUDL. However, the presidential office established a new independent planning agency and was given the authority and responsibility to plan a new city in Dehsabz area. That is why, the leadership of MUDL decided not to interfere in any planning activities and issues of the new institution. However, I think, first, it was not necessary for the central government to establish an independent planning organization beside MUDL, because this decision of presidential office made the leadership of MUDL think they are not

capable of planning for a new city. Second, OK, now DCDA is established, MUDL should have thought about various mechanisms for coordination and conflict resolution between DCDA, ARAZI and the civil society, which did not happen.

In the contrary one of the members of DCDA members explained:

When DCDA was established for the purpose of preparing and implementing the master plan for Dehsabz area, it started preparing many MOAs (Memorandum of Agreement) that were signed between most of involved official agencies including MUDL and ARAZI. But I think the signed MOAs were only to be kept in a folder and that is it. Because once DCDA started preparing the master plan for the city and started reaching out the public, many conflicting issues were raised by the community. And, in solving those issues some governmental agencies did not help DCDA solve the conflicts and signed in the MOAs.

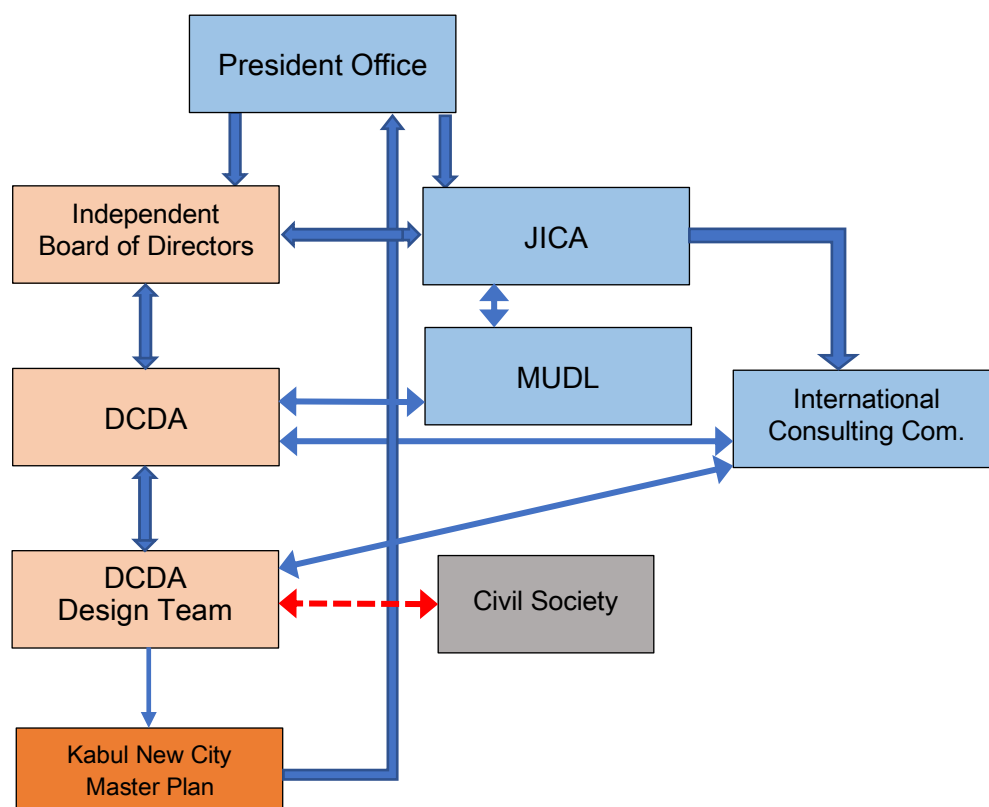
Form the above interviews with some key high-ranking government officials and civil society members, it can be inferred from their discourses that within Afghan society in general and particularly for the case study of Dehsabz area there are some recognized informal social structures, which are bonded together very strongly. However, the approach of central government was not effective enough to resolve the conflict between DCDA and the civil society using the informal social structures. Also, MUDL did not bother to come up with some mechanisms for coordination and conflict resolution. MUDL as central urban-policy-making agency should have taken the lead for structuring mechanisms that should have strengthen cooperation between DCDA and civil society that may have led to practical and implementable master plan.

For evaluation summary of Kabul New City (Dehsabz) master refer to **Table 12**.

6.9 Collaboration of Involved Stakeholders

From the evaluation of the Kabul New City Master Plan, it is revealed that the involved stakeholders have collaborated in the preparation of the plan following the steps based on the process diagram shown in **Figure 29**:

Figure 29. Collaboration of Involved Stakeholders in Master Plan for New Kabul City



From the interviews with the stakeholders, it is found that in the preparation of Kabul New City Master Plan many key stakeholders were involved. First, the President's Office decided to develop a new city in Dehsabz Area of Afghanistan and the president office in consultation with some advisors and some cabinet members has already pre-selected the location of Kabul New City before the involvement of JICA and the establishment of DCDA. The selection of the site by the government of Afghanistan was based on the finding of the commission that was appointed by the president in 2005. After, the president office established the independent board of directors that

included members from key ministries and institutions in 2006. At the mean time the president office has request the financial and technical support for preparation of master for the new city. After the establishment of the independent board of directors, DCDA was established to carry out the all related tasks of master plan preparation and implementation.

JICA accepted the request of President Office and the JICA's technical team together with DCDA and MUDL carried out the pre-feasibility study of the master plan for Kabul New City. When the pre-feasibility was completed, DCDA assigned a design team to complete the related task of master plan preparation. At the meantime, both DCDA and JICA also assigned consulting companies to work with the design team of DCDA in preparation of the master. In addition, the design team was in consultation with civil society groups, but the relationship of the design team with the civil society's group was weak. After the design team completed the master plan, it was sent for the approval of the president.

The process diagram shown in the above figure clearly illustrates the general sequence of stakeholders' participation that when and in what stage a specific stakeholder was involved in preparation process of making Kabul New City master plan. However, in the preparation process of making the master plan it was not specified that how long should the participation period should be, because the duration of participation period is neither mandated in the existing institutional framework of urban planning nor it is specified in any guideline of the responsible authority of urban planning. And, based on the response evaluation of key stakeholders considering the decided evaluation criteria for this research, the collaboration of stakeholders in preparation process of master plan for Kabul New City is rated in point scale of 1 to 5. In the rating scale 1 represents very weak relationship, 2 represents weak, 3 represents average, 4

represents strong and 5 represents very strong collaboration among stakeholders. From the evaluation of responses from key stakeholders it is revealed that for the purpose of better involvement of stakeholders the national government established a new institution named as DCDA and in board of which some key urban planning relevant stakeholders were involved to consult DCDA on preparation of master plan for New Kabul City. Land and land conflict were a serious issue in area of Kabul New City, which is directly related to public, and when decisions are made on their property, they should be part of decision process. However, the approach of central government was not effective enough to resolve the conflict of land and other issues between DCDA and the civil society using the informal social structures. Also, MUDL did not bother to come up with some mechanisms for coordination and conflict resolution. As a result, the civil society particularly the public was not part the board, that is why the criteria of Stakeholders' Involvement is rated as 3 and Public Participation is rated 1. In terms of Fact Sharing and Adequacy of Information, it is revealed from interviews that two international consulting companies prepared two different master plans for Kabul New City. Most part of both master plans were prepared in foreign countries that is France and Japan. DCDA had difficulties collecting enough required data to be sent France and Japan, because DCDA did not establish any mechanism how to collect data from relevant institutions. Consequently, the international planning consultancies decided based on their perceptions which most of time resulted in plans that were not applicable. For example, the master plan prepared by the French Planning Consultancy was a beautiful future image of New Kabul City, but it was not implementable. That is why the criteria of Sharing Facts is rated 2. And the criteria of Information Adequacy is rated 3, because the Japanese Consulting company could get most of the information through hiring technical staff that worked together with DCDA planning team that

could collect information from the relevant stakeholders. In terms of Problem Definition and Reaching Agreement, it is revealed from the response evaluation in the beginning DCDA could not establish a better technical relationship with JICA, relevant stakeholders who were part of the board and the French Planning Consultancy that resulted in preparation of a master plan that was not approved. And, later when the Japanese Planning Consultancy was tasked to prepare the master plan, DCDA failed to share some key facts related to land with JICA, which badly affected both problem definition and reaching agreement that are both rated 2.

Table 12. Evaluation Summary of Kabul New City Master Plan

Criteria Case	1. Stakeholders Involvement	2. Public Participation	3. Sharing Facts	4. Information Adequacy	5. Problem Definition	6. Reach Agreement
Kabul New City Master Plan	<p>The national government in order to enhance the collaboration among national intuitions has established an independent board which included members from among all stakeholders but citizens group to carry out the planning of the project...</p> <p>3</p>	<p>Public was involved in decision making and the main decision making body the independent board, DCDA , international planning agencies, ministerial cabinet and president. However, while making the plan for restoration of villages the public was not involved...</p> <p>1</p>	<p>This plan is also prepared by two different international planning agencies at different time and because of no access to the facts and incomplete understanding of the selected site situation two complete different documents have been produced...</p> <p>2</p>	<p>Most of the time both international planning agencies have relayed on second hand information, because of the insecurity international agencies could access the ground realities. And the provided information by national institutions in some cases is not enough or updated...</p> <p>3</p>	<p>Problems have been defined and addressed completely differently and with complete different approaches by each of the international planning agency, because two plans were designed for the same site by two diffident international planning agencies. It can be said the in both cases the public is affected the most....</p> <p>2</p>	<p>The French planning agency who prepared the first plan could not reach to any agreement with JICA and other involved stakeholder, because the signed plan was not realistic and applicable. That is why JICA hired a Japanese consulting company to take over the planning of the project...</p> <p>2</p>
	N.G.	S.G.	S.G.	C.S.	C.S.	N.G.

Source: Author

Point Scale of Evaluation				
1	2	3	4	5
Very weak	Weak	Average	Strong	Very Strong

6.10 Introduction of Strategic Municipal Action Plan

Since 2010, UN-HABITAT has initiated an approach of urban planning in Afghanistan that is new to the country, which is called Strategic Municipal Action Planning (SMAP). SMAP, which is also referred as a new generation of master plans, which was initiated to replace the top-down urban planning practices in Afghanistan and involve citizen in decision making process of master plan preparation (Giovacchini, 2011). According to UN-HABITAT, SAMP is a comprehensive planning method that includes both planning and implementation phases, and the objective of SMAP is to consider the implementation of master plans from the very beginning, while preparing master plans. The UN-HABITAT approach of preparing SMAP is giving the following three elements high priority.

First, being realistic and not showing the public pretty pictures, which are impossible to implement. Currently Afghanistan is going through a difficult economic situation, which has access to limited financial resources and limited utilities of conventional master planning. Therefore, a planning approach like SMAP fits the current situation of Afghanistan, which is realistic and action oriented and it opens a window of opportunities for other stakeholders including government institutions, NGOs, citizens and private sector to participate in decision making process of planning. Second, the city in order to function effectively, the master plan should be the reflection of cascading plans. That means, first CDCs should develop their community development plans, and then the community development plans should be integrated with neighborhood plans and district plans, which will finally make the whole city plan. Third, citizens should be involved in planning preparation process, because the planning process does not only rely on technical knowledge but also lay knowledge is an essential part of the process. And SMAP will give the citizen the opportunity

to speak their mind and through the process their options will contribute to the end result of planning.

The plans prepared by SMAP method, plan the future vision of development of cities through active participation of interested stakeholders. Throughout the process of preparing SMAP for cities, all the interested stakeholders in the city are being assessed and all the priority projects for the short and long term are being outlined in detail based on consensus and shared decision making. Besides, the SMAP method focuses on policy reforms, specifying strategies for economic development and infrastructure investment. Other functions of SMAP includes capacity development programs for provincial municipal personnel and institutional reform programs within provincial urban planning institutions for enhancing their abilities to provide necessary urban services in more effective ways possible. The SMAP method assists the development of cities based on development priorities that have been specified by Afghanistan National Development Strategy. Therefore, the method has been approved by the government of Afghanistan and it has been recognized by ANDS.

The aim of SMAP method is to bring all affected and interested stakeholders into the negotiation table, and reach to decisions that are commonly accepted. The key stakeholders in managing the process are Ministry of Urban Development Affairs (MUDL), provincial authorities and municipalities, IDLG and UN-HABITAT. They jointly work with the representatives of civil society for preparing SMAPs for provincial municipalities. The initial stages of preparing SMAPs are carried out within the circle of key stakeholders, where MUDL, IDLG and UN-HABITAT first guides provincial authorities and municipalities through consensus building to cooperate with them in terms of initial decision, which are related to official procedures. And then, all the key stakeholders including the interested representatives from Afghan civil

society prepare the SMAP through their active participation in the process. The prepared SMAPs are usually planned to clearly envision the future development of cities over the next 10 years. According the UN-HABITAT, SMAPs are called medium-term master plans, which are action and result oriented and particularly focus on projects that are prioritized through close collaboration of involved stakeholders. The advantages of SMAPs are that they effectively respond to current needs, and through the course of implementation, they have the ability to timely respond to additional future changes.

6.11 Bamyan City SMAP

Bamyan City is the capital of Bamyan Province, which is one of the central provinces of Afghanistan. According to MUDL officials, in 2006, MUDL prepared the master plan for Bamyan City that proposed and envisioned the future development of the city within 15 years from 2012 to 2026. The proposed master plan was covering approximately 4000 ha area that was allocated for various land uses across the city as shown in **Table 13** and **Figure 30**.

The master plan was prepared based on the top-down planning style of MUDL, which has been inherited from the Soviet backed Afghan regime of 1980s. Also, in 2006, two detail plans were prepared for the master plan, which have not been implemented yet.

.

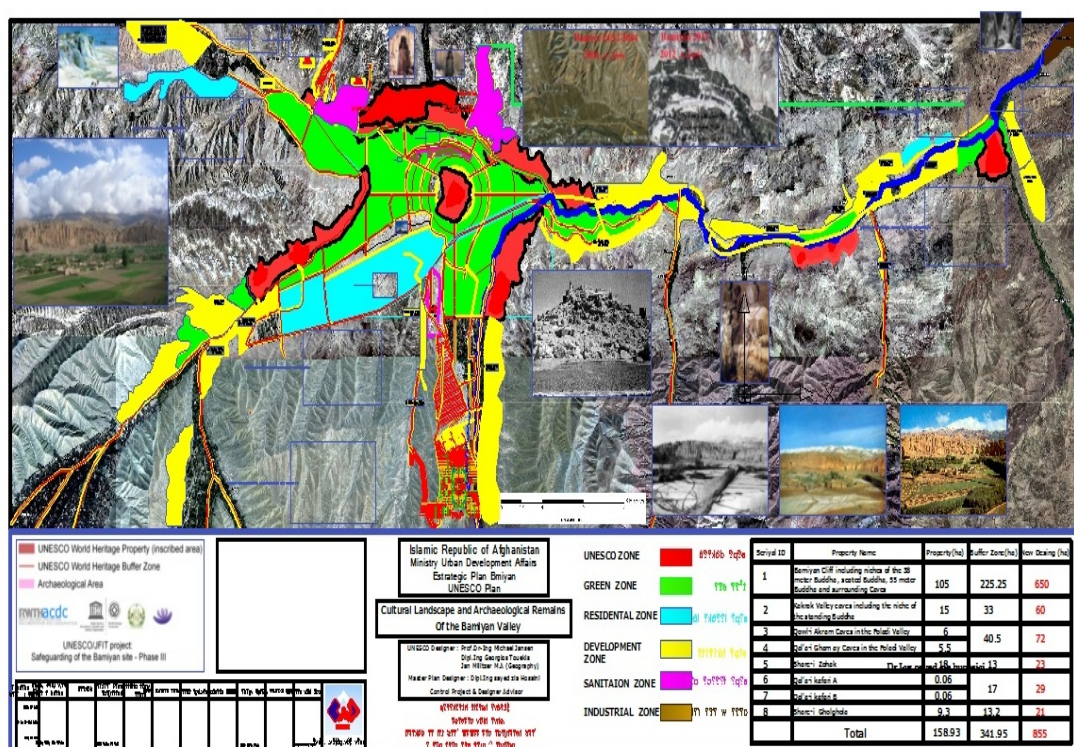
..

Table 13. Land Use Allocation for Bamyan City

Land Use	Area (ha)	Area Percentage
Residential Area	604	15.26
Renovatable Area	150	3.79
Urban Promotion Area	847	21.38
Historical Preservation Area	806	20.35
Agriculture and Recreational Areas	1192	30.1
Area for Road and Transportation	336	8.49
Industrial Area	25	0.63
Total Area	3960	100

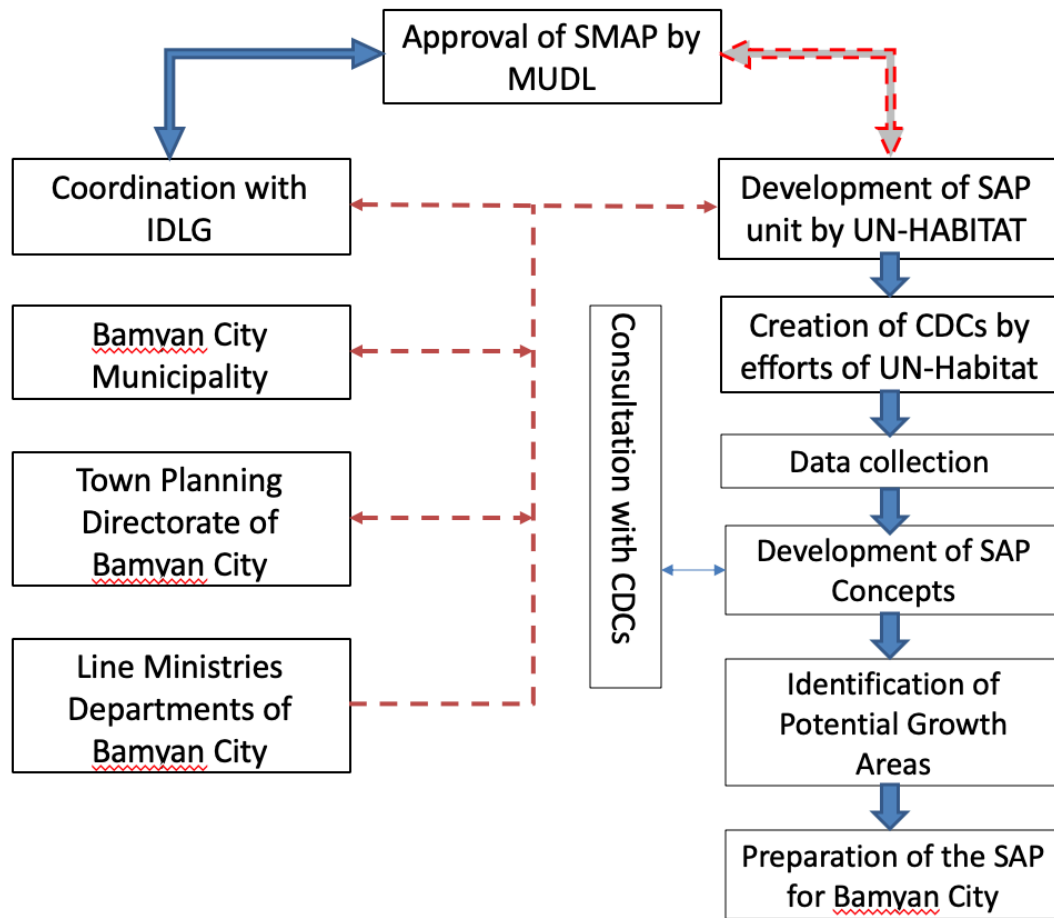
Source: MUDL

Figure 30. Land Use Plan of Bamyan City



Source: MUDL

Figure 31. Preparation Process of Bamyan City SAP



However, when the government of Afghanistan approved the SMAP approach, which was initiated by UN-HABITAT and later it was incorporated in ANDS. That is why MUDL reconsidered the master plan of 2006. In 2010, MUDL in coordination with UN-HABITAT decided to plan the future development of the city by utilizing SMAP approach.

According to UN-HABITAT urban planning personnel, the preparation of Bamyan City SMAP went through six phases. In first phase, some of the key stakeholders such as MUDL, IDLG and UN-HABITAT guided provincial authorities and the municipality of Bamyan City to cooperate in official decisions such as allocation of

revenues and human resources to be utilized during the process of planning and implementation. In the second phase, base map of Bamyan City was prepared, which shows the existing situation on the ground. In order to prepare the base map of the city, the planning team utilized the satellite images for identifying and digitizing the exiting features of the city including buildings, historical sites, streets and water bodies. The process of making base map of the city was followed by ground-truth survey strategy, which was to verify borders between different land uses. Utilizing the ground-truth survey strategy, the team identified and marked various existing land uses such as historical sites of Buddha statues, residential and commercial areas of the city, agriculture area, etc. Simultaneously, the planning team was technically supporting the personnel of Bamyan Municipality through capacity development programs related to the survey techniques. In third phase, the SMAP planning team together with the representatives of stakeholders from civil society identified and listed the current needs of Bamyan City by preparing sector profile of the city. And to reach to practical results of identifying current needs, the team utilized an internationally recognized tool of SWOT, which is used for the analysis of Strengths, Weaknesses, Opportunities and Threats of projects. The utilization of SWOT for Bamyan City mainly targeted three themes, which included governance, infrastructure and social services and local economic development. Considering the three themes of the process, the involved participants were divided into three teams. The participants in each team included technical staff of Bamyan Municipality, and representatives of various agencies such as provincial authorities, Community Development Councils (CDCs), other interested civil society groups, UN agencies, etc. each team was led by a technical staff from MUDL, and each team was supported and facilitated by IDLG and UN-HABITAT. SWOT analysis was also supported by the existing data on

demography, land tenure, topography of the area from various central and provincial governmental institutions. In forth phase, the team defined a practical vision for future development of the Bamyan City. Similarly, this phase was carried out based on consultation and collaborative decision making of affected and interested stakeholders. The leading members of the team tried to involve the representatives of all stakeholders' community. All the involved stakeholders were divided into three groups including civil society, provincial authority and service delivery institutions, and private sector. And members of each group expressed their opinions on the future vision for the city and indicated their specific needs. In fifth phase, the team prioritized specific functions based on the defined future development vision, which was defined in phase four. For specifying the functions, the city was divided into sectors, and interested stakeholders in each sector were asked to highlight problems and functions that they thought should be prioritized and expressed their opinions on the solutions. Each sector's prioritized functions were then shared with the whole community of stakeholders. In sixth phase, all the opinions of involved stakeholders in the process from the beginning to the end were incorporated in the 10-year mid-term development master plan of Bamyan City.

6.12 Analysis of Bamyan City SMAP

The involvement of various formal and informal stakeholders and negotiations among them in the preparation process of Bamyan City SMAP described in the introduction part of the project is based on the information and data provided by UN-HABITAT. The analysis of Bamyan City SMAP is described in detail in the following three sections based on the responses of involved stakeholders considering the research framework shown in **Figure 6**:

6.12.1 Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)

Considering the research framework shown in **Figure 6**, the initial planning policies of Bamyan City SMAP should have been made based on transparent collaboration of all national planning institutions, the international donor agency and INGOs. However, the responses of involved stakeholders in policy formulation for the plan show different results. For example, regarding the involvement of the stakeholders, a staff of UN-HABITAT who was part of the preparation process of Bamyan City SMAP explains:

UN-HABITAT is one of the international NGOs that has a very long experience being involved in supporting Afghanistan in various urban planning related affairs. All of the urban planning related projects such as upgrading of informal settlements, reconstruction and rehabilitation of some projects, provision of urban infrastructure, capacity development and development of some urban related policies have been dealt with in close collaboration with the government of Afghanistan particularly with MUDL and the public. And, regarding Bamyan City SMAP, I should say that in the first stage, the urban planning management team of UN-HABITAT had an official meeting with Mr. Sultan Hussein Hesari who was the minister of MUDL and some other high-ranking official of MUDL. The urban planning team of UN-HABITAT has presented a detailed proposal of SMAP for Bamyan city to government officials. The Minister of MUDL has happily accepted the proposal of UN-HABITAT and officially agreed that UN-HABITAT would prepare the SAMP of Bamyan City in close consultation with the government

of Afghanistan.

It can be clearly understood from the transcription that MUDL reached an agreement with UN-HABITAT through an official meeting where a limited number of high-ranking officials of MUDL and some urban planning foreign experts from UN-HABITAT have participated. And related to the role of UN-HABITAT in policy formulation, one of the advisors of MUDL explains:

UNHABITAT has come and visited the minister of MUDL and has told the minister that we are planning to do such and such and after the meeting the team has taken some group photos with the minister to use as proof of meeting the minister of MUDL. After some time UNHABITAT has produced a strategic action plan document that no department in MUDL knows about, which is not practical and useful both for MUDL and the city municipality.

The discourses of some high-ranking officials of MUDL about the initial policy formulation of the plan for Bamyan City indicate that MUDL has only relied on what was presented by the staff of UN-HABITAT and the major policy decisions were made between the high-ranking officials of MUDL and UN-HABITAT, and other sub-national government planning institutions were not part of the policy decision making process. However, according to UN-HABITAT the participation and involvement of technical staff and other stakeholders from various formal and informal institutions was taken care of during different phases of preparing the SMAP, which is explained in the following section:

6.12.2 Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)

Regarding the involvement of important stakeholders in different phases of the SMAP preparation process, a staff of UN-HABITAT explains:

From the very beginning the team of experts of UN-HABITAT divided the process of preparing SMAP for Bamyan City into six phases. In the first phase, only the key institutions such as MUDL, IDLG, Bamyan City Municipality and UN-HABITAT were chosen to reach common agreement on some official decisions. In Second phase a SMAP technical team was established that included members from UN-HABITAT, MUDL, IDLG and Bamyan City Municipality, which conducted some technical surveys and prepared some technical maps. In the third phase, the SMAP technical together with representatives of civil society identified the key issues and collected citizens' opinion through their representatives. In the fourth phase, the SMAP team and other stakeholders collaboratively defined a practical vision for future development of Bamyan City. In the fifth phase, the proposed development vision was divided into sectors by the SMAP team, some specific functions were prioritized for each sector and the stakeholders were asked to express their opinions regarding each function. Finally, in the sixth phase, most of the opinions of involved stakeholders were incorporated in the plan and a SMAP was prepared for Bamyan City.

According to the explanations of the staff of UN-HABITAT, the six-phase process which was designed to prepare the SMAP for Bamyan City did involve a number of key formal and informal stakeholders who collaboratively reached common decisions and eventually finalized the SMAP. However, some urban planning experts of MUDL have their side of the story and criticize the whole preparation process of SMAP designed by UN-HABITAT and believe that the planning team of UN-HABITAT has used both financial and human resources on plan, which is not practical and Bamyan City Municipality cannot use it to direct the future development of the city. Two of the

Chief Urban Planning Advisors of MUDL explain: (For the complete interview refer to **(Appendix E)**)

INGOs such as UN-HABITAT has started Strategic Municipal Action Planning projects in some provinces and allocated and spent a lot of funding received from international donor community. The INGOs invited local residents of the provincial cities and presented their plans for them. However, UN-HABITAT has not done anything significant for the ministry and most of what UN-HABITAT has done was for the show. UN-HABITAT has visited many provinces in order to educate the public about city planning affairs, but UN-HABITAT has not prepared a plan that can be practical. Most of the strategic plans made by UN-HABITAT are not prepared by expert planners and those involved in making the plans are newly graduate students from electrical engineering, civil engineering or architecture who had followed what they were told by foreign managers. UN-HABITAT was able to educate a limited number of residents about how to participate in city planning and the agency also produced some colorful drawings of the future cities, but none of them were practical and most of the allocated fund is wasted and used for some personal uses. The master plan document produced as result of UN-HABITAT's work was not something that a city municipality can use to direct the future development of the cities.

The contents of the two stories which are told by the staff of UN-HABITAT and MUDL are totally contradicting. From the perspective of some of the urban planning experts of MUDL, it seems that the planning team of UN-HABITAT has only consulted the general idea of SMAP for Bamyan City with higher level officials of MUDL and has not asked for the opinion of urban planning experts of MUDL during most of the

preparation stages of the SMAP. On the other hand, the planning team of UN-HABITAT believes that MUDL was fully involved in the process from the beginning to the end. In order to further clarify the issue, a staff of Department of Strategic Planning and Urban Development of GDMA which is a department in IDLG explains:

Basically, IDLG through GDMA cooperates with MUDL and they together support provincial municipalities in order to be able to with urban planning affairs. But there are some specific responsibilities that are not clearly defined by the central government between the two organizations, which as a result creates confusion not only between MUDL and IDLG but also for the third party like UN-HABITAT. I cannot exactly say, but maybe, there were some issues that were discussed by UN-HABITAT only with IDLG rather than MUDL, and that is why MUDL's experts believe that MUDL was not fully involved in the process.

IDLG cannot explain with certainty the full involvement of MUDL in the preparation process of SMAP for Bamyan City, but the mentioned discourses in IDLG's story clearly explains the fact that the three institutions, which were the key stakeholders in the planning process of SMAP for Bamyan City could not clearly figure out the relationship among each other.

According to UN-HABITAT's planning experts, through the SMAP process the involved stakeholders were able to access the available data, because in the second phase of planning the team of experts which was organized by the planning team of UN-HABITAT knew the scope of their responsibilities. And for the inadequacy of data and information the team of experts have generated required data from carrying out many technical, social and economic surveys in the site. The planning team of UN-HABITAT also shared their knowledge and expertise through some capacity

development programs with the rest of the involved stakeholders in the process. Regarding knowledge and information sharing and data adequacy, a staff of UN-HABITAT explains:

In the second phase of the planning process, the urban planning team of UN-HABITAT organized a team of experts that involved members from the key formal stakeholders such as MUDL, IDLG and Bamyan City Municipality, which was technically supported by planning team of UN-HABITAT. The technical support of UN-HABITAT included both working on generating required data for preparing the SMAP and some capacity development programs for the technical staff of the involved institutions.

A staff of Bamyan Municipality also explains:

In the initial stages of preparing the SAMAP, the technical staff of UN-HABITAT organized some capacity development programs for the staff of Bamyan Municipality that were for the purpose of working together with the technical staff of UN-HABITAT to prepare the SMAP collaboratively. The municipality provided the available necessary data for the SMAP to the staff of UN-HABITAT and the missing data was collected by the efforts of the technical teams which involved technical staff both from UN-HABITAT and the municipality.

UN-HABITAT claims that together with MUDL, Bamyan Municipality and IDLG they provided opportunities for civil societies groups to participate in the decision making and preparation of the document of SMAP for Bamyan City. The views of civil society's groups regarding their involvement in preparing the SMAP for Bamyan City are contradicting to the fact expressed by the staff of UN-HABITAT. For example, Mr. Sayed Sekandar Balaghi who is one of tribal leaders of Bamyan City explains:

The people of Bamyan City helped their representatives reach higher governmental position through voting, but their representatives have never been accountable enough in answering the needs of Bamyan City. The distance between people of Bamyan and the state institution is getting longer. Corruption in state and local level institutions is the biggest hurdle in the way of development. For instance, in 2009, USAID has allocated two million US dollars for rehabilitation of Band-e-Amir National Park. Actually, I live in Band-e-Amir area. The rehabilitation of the project was announced through the media and the US ambassador with the voice president of Afghanistan have inaugurated the project through an official get together. The final result of spending two-million fund was only a two-kilometer stone paved road and a couple of concrete chairs but nothing else. Similarly, UN-HABITAT through an official gathering where the governor of Bamyan Miss HABIBA Sorabi, some other high-ranking governmental officials and staff of UN-HABITAT inaugurated the SMAP program in Bamyan City, but we have not seen any physical results of the project. I believe most of international aid fund allocation is being wasted because of institutionalized corruption in state and local level institutions.

And Mr. Hussain Sakhidad who is a member of one of the DCDs of Bamyan City explains:

The government of Afghanistan and UN-HABITAT have inaugurated the master plan preparation project of Bamyan City through an official gathering where many groups of civil society were invited in 2010. Some months later, UN-HABITAT established CDCs in the selected area of master plan. CDCs were representing the local people of the city and were working together with

UN-HABITAT in order to incorporate the opinions of citizens in the plan. I believe it was a good mechanism to make the master plan, but implementing such mechanisms in places like Bamyan City requires a long time. And the staff of UN-HABITAT did not give enough time for the local people to understand the consequences of what they should or should not decide. It would have been great for the government and UN-HABITAT to have informed the public first through some educational programs about their rights to urban planning, so that they could understand how to exercise their democratic rights to participate in the process of planning.

Regarding the involvement of local private sector, a staff of OMARZAY COMPANY LIMITED which is a leading private developer in Afghanistan, explains:

During the inauguration of the project some local private development and construction companies were invited. However, when the preparation of the SMAP started, neither the government institutions nor the UN-HABITAT asked the private development companies to participate in making the master plan. I think both government and UN-HABITAT should have provided the private development companies the opportunities to participate in the preparation process of the SAMAP, so that they could learn more about urban planning.

The technical departments in MUDL also agree to the fact that MUDL has always been cooperating and supporting provincial municipalities, other governmental institutions in sharing data required for urban planning affairs. But according to MUDL, the final document of SMAP, which was prepared by the planning team of UN-HABITAT, which was not shared with MUDL. Also, according to MUDL's experts, the SMAP document was prepared in English and most of the staff of Bamyan City Municipality

complained that they could not use the document.

According to the team of experts of UN-HABITAT, the team has identified common problems collaboratively with the representatives of formal and informal institutions and representatives of local people in the fourth and fifth stages of the planning process. And the final stage all the involved stakeholders reached to common agreements and decided collaboratively on the final result. However, according to IDLG, it seems the team of experts of UN-HABITAT may have not involved MUDL's experts in some decisions because of not being able to figure out the relations between the governmental institutions. In addition, some of MUDL's experts believe that only the minister of MUDL and a few of the higher-ranking official were involved during the proposal stage, but during the preparation stages the urban planning department of MUDL in Kabul and the senior planners in Kabul were not involved. In addition, the civil society's groups were not given enough opportunities to express their opinions and have the chance to be part of the decision-making process.

6.12.3 Coordination and Conflict resolution (National Government with Civil Society)

In preparation of Strategic Municipal Action Plan for Bamyan city, UN-HABITAT technical planning team played the role of mediator between various groups of civil society and local government for wider coordination and conflict resolution. Such a role was meant to be played by the central government to better coordinate and resolve conflicting issues with civil society. But, since the central government decided that UN-HABITAT will go to Bamyan province and manage the situation is explained to the minister of MUDL, so UN-HABITAT was promised support from the central government. The planning team of UN-HABITAT besides working on the preparation

of the strategic plans, it used various planning tools for increased collaboration of involved groups in planning process. For example, the planning tools that were used for coordination and conflict resolution included trainings for the local government staff, leaders of CDCs and a wider group of Bamyan residents. UN-HABITAT also organized some community-based gatherings about the problems that were the cause of conflict between civil society and local government. However, the coordination and conflict resolution mechanism used by UN-HABITAT was not sustainable and the civil society did not reap no physical planning results from the efforts all stakeholders. In relation to the mentioned fact, one of the heads of CDCs explains:

In the beginning phase of SMAP preparation for Bamyan City, UN-HABITAT played a very noticeable role in coordination and conflict resolution. It was a bridge between the civil society group the local government agencies. When we had conflicting opinions about some planning decisions with Bamyan city Municipality, they were easily managed and resolved through the mediation of UN-HABITAT between the municipality and the civil society tier. But, after UN-HABITAT planning team left Bamyan city, no official staff of Bamyan Municipality bothered to resolve conflicts that have raised during the implementation of the projects that were prioritized in the SMAP. I believe that was one of the reasons that Bamyan city SMAP was not implemented. For the resolution of confliction issues, which were most of the land and water issues, we tried to reach central government through the representative of Bamyan people in Parliament of Afghanistan, but our voice was not heard at all.

Also, a community leader of one of the villages called Sang-Chaspan village has questioned both the legitimacy of UN-HABITAT as a mediator of coordination and conflict resolution and the absence of central government in the process of conflict

resolution between local government and civil society. He explained his concern and opinion as follows:

How we see UN-HABITAT is that the central government has sent an international organization to represent the central government and solve the issues between the local government and the civil society. Yes, the central government organized an official gathering of local government interties, various community groups and local residents when SAMP for Bamyan city was introduced. And, it was said that the project will be carried out by the central government through technical support of UN-HABITAT. However, such a think did not happen, because after that official gathering, we as residents of Sang-Chaspan villages have not able discussed our conflicting issues with the representative of the central government in any meeting that is organized and lead by the central government. My concern from the very beginning was that UN-HABITAT can continue being the representative of central government and it exactly happed so. Once UN-HABITAT completed preparing the SMAP for Bamyan city, its planning team left. And, its legacy was a plan that was not possible to be implemented by local government because during the implementation of the plan some confliction issues have raised that the Municipality of Bamyan City could not manage them well. If the central government from the beginning has used and managed the technical support of UN-HABIBTAT for creating a mechanism that central government's efforts could be used to bridge between Bamyan local government and civil society, it would have very positive impacts than what they have done now.

Similarly, one of the newly appointed employees of Bamyan city municipality

complained about the approach of central government in using the technical support of UN-HABITAT. He believes that the professional knowledge and technical support of UN-HABITAT could be used much more effectively for having a sustainable system of conflict resolution during the preparation process master plan in the future.

I believe that UN-HABITAT did manage a very challenging job professionally well. The mechanism and the planning tools that were tested for coordination and conflict resolution during the preparation of SMAP for Bamyan city by UN-HABITAT technical team had some unexpected successful result. We in Bamyan Municipality have never used such planning tools and technics to solve the conflicting issues and get the widely accepted agreements. And, once UN-HABIBAT left, they only gave local government of Bamyan bunch maps, files and folders. Both the central government and local government did not institutionalize the planning processes that were carried out by the collaborative efforts of all involved groups. And, that is why, when UN-HABITAT left local government was not able to practice what was possible during the presence of UN-HABITAT, because there no system in place to practice all the good techniques of planning.

Likewise, one of the employees of MUDL believes that that although MUDL is a central government agency that is supposed to develop national policies and law on conflict resolution and practical collaboration for preparation of master plans, it has not developed any such policies or laws yet. He explains:

That is very true that UN-HABIBTAT in collaboration of location government and civil society prepared a very practical SMAP for Bamyan city. The minister of MUDL at time appreciated the technical support of UN-HABIBTAT. But, to be honest, here in MUDL a group of planners were

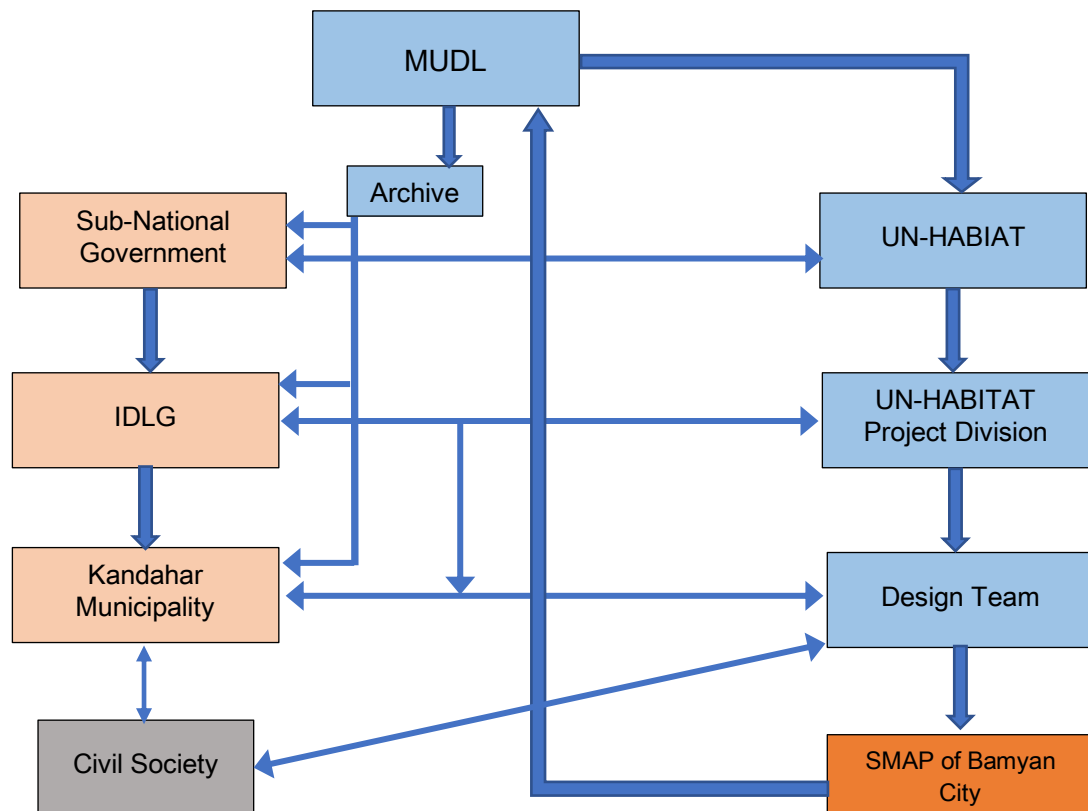
working on another master plan for Bamyan city at the same time. MUDL was thinking to allocate the development budget for the new master plan rather than the SAMP, so SAMP was not implemented. That means, MUDL itself was cause of the conflict. That kind of decision wasted the efforts of UN-HABITAT. In addition, conflict resolution where the central government should play the role of mediator is dealt very politically. Meaning that there is no legal framework in place to handle such issues. That is why some high-ranking officials both at national and local tiers of government take that as an opportunity and miss use it politically. Before the conflicts are resolved, it is who the people are rather than what their problem is. As a result, the civil society in that particular region become the victim of nepotism.

The general review and analysis of all interviews that were carried out with involved stakeholders in preparing the SMAP for Bamyan City, it is clearly understandable that UN-HABITAT played the role of mediator and more played central government role instead of central government taking the lead. It is not argued here why UN-HABITAT took the lead, but it is more argued how the mediation of conflict resolution, which was supposed to be led by central government did not happen. From the discourse of on interview transcript it can be inferred that the central government has failed to utilize the professional knowledge and technical support UN-HABITAT for developing and institutionalizing a more sustainable master plan preparation mechanism that would run in the absence of foreign INGOs. Evaluation summary of Bamyan City SMAP is described in **Table 14**.

6.13 Collaboration of involved stakeholders

From the evaluation of the Bamyan City SMAP it is revealed that the involved stakeholders have collaborated in the preparation of the plan following the steps based on the process diagram shown in **Figure 32**:

Figure 32. Collaboration of Involved Stakeholders in Bamyan City SMAP



From the interviews with the stakeholders, it is found that in the preparation of Bamyan City SMAP many key stakeholders were involved. The national government in coordination with UN-HABITAT decided to prepare SMAP for Bamyan City. After getting the permission of MUDL, UN-HABITAT tasked its design team and started the needs assessment for Bamyan City SMAP in coordination with civil society groups and relevant sub-national institutions. Most of the key decisions while conducting the needs assessment were taken in close consultation with Bamyan City municipality, civil society groups and relevant sub-national government institutions.

Soon after the needs assessment was completed, the design team of UN-HABITAT started the preparation of SMAP for Bamyan City. While preparing the SAMP, UN-HABITAT was in close contact with civil society groups and relevant sub-national government tier. However, the relationship of UN-HABITAT with the central government tier was very weak. After the design team completed the job, the finished plan was sent to the minister of MUDL for signature.

The process diagram shown in the above figure clearly illustrates the general sequence of stakeholders' participation that when and in what stage a specific stakeholder was involved in preparation process of making the existing Bamyan City SMAP. During the preparation process of making the plan it was not specified that how long should the participation period should be, because the duration of participation period is neither mandated in the existing institutional framework of urban planning nor it was specified in any guideline of the responsible authority how was tasked to prepared the plan. And, based on the response evaluation of key stakeholders considering the decided evaluation criteria for this research, the collaboration of stakeholders in preparation process of master plan for Kabul New City is rated in point scale of 1 to 5. In the rating scale 1 represents very weak relationship, 2 represents weak, 3 represents average, 4 represents strong and 5 represents very strong collaboration among stakeholders. From the evaluation of responses from key stakeholders it is revealed that for the purpose of better involvement of stakeholders UN-HABITAT established a transparent strategy to involve key stakeholders in preparation process of making the plan and many key stakeholders participated in making the plan. Particularly, for public participation and consensus building, UN-HABITAT in coordination with sub-national government and Bamyan Municipality established community development counsels (DCDs) for getting and reflecting civil society's opinions in the plan. That is

why both the Stakeholders' Involvement and Public Participation criterion are rated 4. In terms of Fact Sharing and Information Adequacy, UN-HABITAT was faced with a number of challenges, because the governmental institutions had very long procedures of sharing governmental data with international NGOs, and most of the time the local government institution did not cooperate in sharing facts, so it is rated 3. And, according to UN-HABITAT the gathered information for master plan was not enough, so they hired local private companies to work with the design team to collect data. Some data was requested from MUDL to be shared with UN-HABITAT, but because of some issues in MUDL the information was not shared, so some decision in plan were taken based on assumption of the design team, and that is why the Information Adequacy criteria is rated 2. In terms of Problem Definition and Reaching Agreement, the design team of UN-HABITAT could define the key problems and issues through some transparent participatory mechanisms that provided chance for all tiers of stakeholders to express their opinions. As a result, the design team listed and defined a number of problems and challenges. However, while prioritized the problems not much time was given to some stakeholders to express their opinions. Although the initial stages of problem definition were shared with the involved stakeholders, some key final decision that UN-HABITAT though they might take a longer time were taken by the design team only, so the criterion of Problem Definition and Reaching Agreement are rated 3.

Table 14. Evaluation Summery of Bamyan Strategic Municipal Action Plan

Criteria Case	1. Stakeholders Involvement	2. Public Participation Consensus Building	3. Sharing Facts	4. Information Adequacy	5. Problem Definition	6. Reach Agreement
Strategic Municipal Action Planning Bamyan City Case	The involvement of stakeholders in this case was very much diverse compared to the three other cases, but the private stakeholders had limited involvement in decision making process 4	Community development councils were established by UN-HABITAT, small group meetings with representative s and each CDC opinions were demonstrated in preparing the final document. There were issues related to limited time being given for community awareness and meetings 4	The facts needed to identify the boundaries of planning area, which should be provided by relevant departments of line ministries took a long time and some facts were missing 3	Since the necessary facts about the city was not complete, so the spatial data are obtained through extracting spatial information from recent high resolution satellite images. The data is then combined with attribute and other data sets and stored into GIS 2	Most of the identified problems and issues were from the opinions of locals peoples and local institutions, but while prioritizing the issues was a challenging task because of the conflict of interest among local, inter/national and level of understanding of local people and their awareness 3	One the problems and issues were prioritized, again there was the issue of limited time being given to the process to reach a consensus based agreement though most the stakeholder participated 3

N.G.

S.G.

S.G.

C.S.

C.S.

N.G.

Source: Author

Point Scale of Evaluation				
1	2	3	4	5
Very weak	Weak	Average	Strong	Very Strong

6.14 Introduction of Kandahar City Master Plan

Kandahar city is one of the provincial cities of Afghanistan, which is located in Kandahar Province. The master plan for Kandahar City is prepared by utilizing the domestic urban planning procedure. The procedure is dictated by the National Government of Afghanistan for preparation of master plans for all provincial cities, which is based on a 6-step top-down technocratic urban planning decision-making method as shown in **Figure 33**.

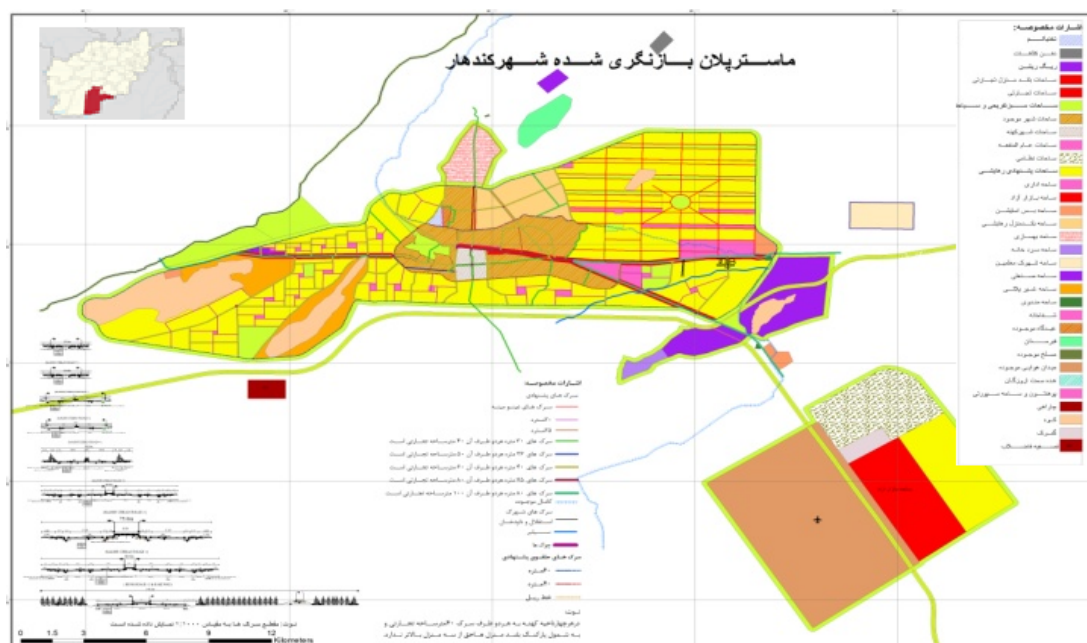
Figure 33. Urban Planning Method of Afghanistan



Source: Author (Based on information from MUDL)

The first master for Kandahar City was prepared in 1964 and it was revised by MUDL in 2004. The revised master could not meet the set requirement, because while preparing the master plan comprehensive socioeconomic surveys have not been carried out, and the proposed land in the plan did not consider much about agriculture land, which is the only sustainable income for most families and for the city's economy as well (USAID, 2010). Therefore, a new master plan was proposed by MUDL. For preparing Kandahar City master plan, the planners in MUDL continued to plan based on the inherited past development pattern of Soviet backed government of Afghanistan. The preparation of new master plan for Kandahar City took one and half year and its preparation was completed in 2011 base on the ANDS for urban development and regional development plan of South West Region of Afghanistan. The new master plan of Kandahar City covers 19501 hectares of area and it is proposed for the projected population of 2 million people in the time frame of 25 year. The proposed land use plan and distribution of land for various uses are illustrated and described as in **Figure 34** and **Table 15**.

Figure 34. Kandahar City Land Use Plan



Source: MUDL

Table 15. Kandahar City Master Plan Land Use Distribution

Land Use	Area (ha)	Percentage of Area
Residential	8185.43	42
Commerical	585.03	3
Industrial	1170.06	6
Adminstration and Education Area	975.05	5
Roads and Tansposrtation Area	4875.25	25
Public Area	585.03	3
Water Bodies	390.02	2
Cemetry	0.6	0.3
Area for Army Operations	195.01	1
Development Control Area	390.02	2
Recreational and Green Area	1755.09	9
Total Area	19501	98.3

Source: MUDL

6.15 Analysis of Kandahar City Master Plan

The master plan of 2011 for Kandahar city is prepared based on the incorporation of ANDS for urban development and regional development plan of South West Region of Afghanistan. The utilized planning process for the preparation of the master plan is a common planning practice by MUDL that is used in preparing master plans for other provincial cities all over the country. Similar to the other three case studies, the analysis of Kandahar City master plan is also divided into the following three sections based on the analytical framework shown in **Figure 6**:

6.15.1 Working together on making policies, strategies and sharing professional knowledge (National Government with Sub-National Government)

After the government of Afghanistan prepared and approved ANDS in 2008, it was decided that MUDL shall incorporate ANDS in the preparation and implementation of all regional and master plans. Afghanistan National Development Strategy (ANDS) for urban planning and development focuses on decentralization, participatory processes, market-based approaches, and improved regulations. Regarding the decentralization and devolution of authority ANDS explains:

Responsibility for Urban Development is being devolved down to Municipalities, where municipal leaders are expected to be more responsive to realistic needs of their cities and more accountable to their residents for municipal services. Similar devolution of both operational control and responsibility is at the heart of the National Solidarity Program's efforts to enable Community Development Councils implement projects to the benefit of their communities. Accordingly, independent regulatory authorities will be

established with well-defined mandates to encourage private sector investment and put in place regulatory frameworks needed to assure effective competition.

ANDS does insist on some important topics that can enhance the urban planning and implementation such as devolution of authority and responsibilities to provincial municipalities, Community Development Councils and involvement of private sector. Also, according to MUDL, it is planned to fully incorporate ANDS in the preparation and implementation of master plans. Kandahar City master plan is prepared in 2011 after the approval of ANDS. A group of high level MUDL officials that included deputy mayors and some urban planning advisors and planning experts gathered in a meeting and discussed about preparing the new master plans for some major cities like Kandahar City based on ANDS. During the meeting a specific procedure for master plan preparation was discussed based on ANDS, which was a six-stage process. The procedure discussed and proposed in the meeting is explained in **Appendix E**. However, what the group of high-ranking officials of MUDL proposed and said in the meeting was different than what was really done when they completed the master plan of Kandahar City in 2011. Some MUDL's experts explain about the meeting:

Many important points about the procedure of preparing the master plans based on ANDS were discussed in the meeting, but that was the only meeting. There were no other follow up meetings with urban planning department and because of some institutional, political, financial, security and social issues we were not able to make the plans as discussed. Eventually, the plans were prepared by MUDL in cooperation with IDLG and sometimes some issues were discussed with some municipalities' officials. The master plans were then approved by the council of ministers and the president's office.

It was decided in the meeting of high-level officials of MUDL that MUDL will prepare Kandahar City master plan and the other major cities master plans based on the involvement of key stakeholders in the process as discussed in the ANDS. But some MUDL urban planning experts believe that urban planning department of MUDL did not involve most of the key stakeholders in the preparation process of the plan such private sector, citizens through community development councils and other representative departments of central governmental institutions. The only involved stakeholders in the process of preparation of the plan were MUDL, IDLG and Kandahar Municipality. However, it seems that Kandahar Municipality was also not fully involved, because Kandahar Municipality was not cooperative enough with MUDL in sharing some required support for collecting information and facts. Regarding sharing facts and data, an urban planning advisor of MUDL explains:

When our team was working on Jalalabad and Kandahar City master plans, I needed data from various governmental institutions such as Ministry of Mines, Ministry of Agriculture, Ministry of Culture and Heritage, Central Statistics, etc. I also needed the support of Jalalabad and Kandahar City Municipalities to provide me the opportunity to meet the representatives of the residents living in the city. However, most of the mentioned governmental institutions were not helpful enough, and in terms of asking public opinions I used my personal connections to meet some of the representatives of the residents and asked them their opinions about the future development of the city. After choosing the site and boundary of city master plan, it is very important to know that there shouldn't be any sort of obstacles such as historical heritage, natural mine resources and land issues, but none of the related institutions could provide the team with the required data and information.

From the transcription of MUDL's advisors it can be clearly understood that there is weak cooperation among governmental institutions and there are cases that some institutions do not even cooperate with each other in sharing the required data and facts for the preparation of master plans. It is argued that there are many factors that created such a weak cooperation environment for instance issues related to institutional overlap, political and social issues, insecurity and issues related to fair allocation of financial resources, which are considered as major problems.

But on the other hand, a staff of Kandahar Municipality explains:

Kandahar City Municipality has been cooperative in providing the available data to MUDL since day one. And it is the responsibility of central government to find out the missing data and financially and technically help the local institutions in order to be able to assist central planning agencies in preparing the master plan projects. ANDS devolves some authorities of town planning to provincial municipalities, but the central government has not yet established any system to enhance the technical capacity of provincial municipalities in order to be able to deal with urban planning issues indecently. And at the same time the central government has given the private development sector the authority to plan and develop private townships in provincial cities that causes many issues for implementation of master plans, which has opened a window of opportunity for some opportunist high ranking government official who use their power and approve some illegal private township projects. In addition, land mafia is very powerful, who are connected with some high-ranking government official and they develop land illegally. For example, in the mayor of Kandahar city Mr. Ghulam Haidar Hameedi complained against the illegal development in northern part of

Kandahar City, but he was assassinated by land mafia.

Form the transcription of municipalities staff it can be clearly understood that the central government has just devolved the authority of town planning to Kandahar Municipality but the line of authority between the municipality and other planning institutions is not clear, in addition, the municipality does not enough technical capacity to participate in policy formulation decision making process of the master plan. Besides, recently many institutions are involved in urban planning, but their authority and responsibilities are not clear enough, so it is common to find two institutions working on the same urban planning project but in two different ways. And every involved institution in urban planning affairs has its own way of data collection, and that is why most of the time the data shared between institutions does not much. And to complete the missing data for preparing Kandahar City master plan, the planning team used some data of old master plan, and some data was generated through conducting social and economic surveys and aerial imagery by the planning team. According to MUDL's officials, common problems related to technical and policy issues were defined by MUDL in cooperation with IDLG. And both institutions reached common decisions on preparing Kandahar City master plan, which was then approved by the council of ministers and the president's office.

6.15.2 Sharing perception of real situation for making master plans (Sub-national Government with Civil Society)

The analysis of the previous section clearly indicates to the fact that the main policy decisions related to the preparation of Kandahar City master plan are made among the central planning institutions. And many of the important stakeholders at sub-national government level have not been provided enough opportunities by the central government to participate in policy decision making processes. In this section which

is about the preparation of master plan document based on the research framework shown in **Figure 6**, the sub-national government planning institutions should collaborate with civil society to reach mutually accepted decision. And related to the participation of various stakeholders at both sub-national and civil society levels, a staff of Kandahar municipality explains:

The Municipality of Kandahar City was informed by an official letter from MUDL that writes: The government of Afghanistan has decided to prepare a master plan for Kandahar City, so the Municipality of Kandahar City is request to cooperate with MUDL in the preparation of the plan.

A similar copy of the letter was sent to other related sub-national level institutions.

The municipality and other institutions provided the technical team of MUDL the available data, but they were not able to help MUDL with missing data. The sub-national planning institutions expected the central governmental institutions to acquire the missing data, because the central government institutions are equipped technically, have more professional personnel and budget compared to sub-national level institutions. Also, the technical team of Kandahar Municipality helped the technical team of MUDL who visited Kandahar City for data collection for the master plan. And the municipality expected that the technical team of MUDL will work together the municipality to complete the preparation of the master plan. But the technical team of MUDL visited Kandahar Municipality two or three times only, and the final document of the master plan was prepared mostly based on the decision of national planning institutions. The plan which was prepared by the technical team of MUDL was then approved by the president's office. Then MUDL sent an official letter along with a copy of the approved master to relevant institutions that writes:

*MUDL has initiated by preparation of the following master plan, and after multiple consultative meeting with national and international institutions the master plan has been approved by the president's office. The related institutions of requested to help Kandahar Municipalities in the implementation of the master plan. For the copy of the letter see **Appendix** .*

Both the transcription of the staff of Kandahar Municipality and the official letter from MUDL indicate to the fact that the sub-national institutions were not provided enough chances by the institutions of central government to participate in the decision-making process of Kandahar City master plan preparation. However, on the other hand, the staff of MUDL has a different story. For instance, the Chief Planning Advisors of MUDL (Mr. Sher Agha & Mr. Zemarai) explains:

When our team was working on Jalalabad and Kandahar City master plans, I needed data from various governmental institutions such as Ministry of Mines, Ministry of Agriculture, Ministry of Culture and Heritage, Central Statistics, etc. I also needed the support of Jalalabad and Kandahar City Municipalities to provide me the opportunity to meet the representatives of the residents living in the city. However, most of the mentioned governmental institutions were not helpful enough, and in terms of asking public opinions I used my personal connections to meet some of the representatives of the residents and asked them their opinions about the future development of the city. After choosing the site and boundary of city master plan, it is very important to know that there shouldn't be any sort of obstacles such as historical heritage, natural mine resources and land issues, but none of the related institutions could provide the team with the required data and information. What I want to point out is that most of key stakeholders do not

feel responsible and do not see it as a requirement to collaborate in decision making. One of the other key problems in terms of preparing master plans in the current situation of Afghanistan is that most of the master plans are too much of political decisions rather than thinking about the practicality or rationality of the plans. In the recent 10 years, most of master plans that are prepared are just for show, the ministry makes plans and present in a TV conference, but the public see nothing of the prepared plans but a TV image. What I would like to say is that when preparing the master plan of the city, all the key stakeholders should know about their responsibilities during the preparation and implementation stages of the master plans, which is why there is a need for urban planning law to clearly specify such responsibilities. Currently, during the preparation stage of master plans, a plan is discussed in a general stakeholders' meeting and every stakeholder is given a copy of the plan. After the general meeting, there are no follow-ups of the plans and they stay untouched in the cabinet of stakeholder's office.

When the discourses of both national and sub-national institutions are compared, appears that there is lack of collaboration between them, which is caused by the absence of a clear institutional framework. Additionally, regarding the participation of stakeholders from civil society, Chief Planning Advisor and former Head of Regional Planning Department (Mr. Abdul Khaiq Nemat) explains:

Actually, MUDL does not have any standard public awareness program to educate especially those who have little knowledge of participation in urban planning affairs. However, we do organize some meeting where residents' representatives are invited to participate. I was the first government official who established the preparation program for making strategic and regional plan in Afghanistan.

Me and my team used to visit provincial cities and regions three days or a complete week in order to let the representatives of public know how to participate and cooperate in the process of making regional plans. But we did have problems while introducing the new plans for some representatives who did not know anything about planning issues.

What is explained above by the Mr. Nemat is related to preparation of strategic and regional plans, which could be done as said above, but in terms of Kandahar city master plan, the stakeholders of civil society expressed contradiction opinions. For instance, a member of one of the CDCs which is established by IDLG in the old city of Kandahar explains:

CDCs that are established by IDLG, UN-HABITAT and USAID are well-connected. If there is any news about some development projects, the whole community will know about it. Most members of CDCs are well known people in their communities or sometimes they are the elders of the tribes, so they share all the information that affect their daily lives with local people of their communities. I have witnessed the UN-HABITAT and USAID has implemented many large and small development and rehabilitation projects in different communities in Kandahar City, which involved the local residents through establishing CDCs, but we have never seen any MUDL or Kandahar Municipality staff to discuss the urban planning issues with local residents. I remember in 2011 some landowners complained about the illegal development in the northern region of Kandahar city, but nobody lessoned to them.

Also, the local NGOs think that the master plan of Kandahar city was not prepared by inclusive participation of key stakeholders form civil society. For instance, a staff of one of the local NGOs named Partners in Revitalization and Building (PRB) explains:

PRB has been established since 1990 that has a long experience working on solving many challenging issues together with the local residents in many fields such as rural and urban engineering and construction, agriculture, empowerment and many more. Similarly, many other local NGOs have valuable experiences that can be utilized in preparing the master plans. However, both the national and sub-national governmental institutions did not establish any system to invite such local NGOs and provide them the chance to be part of the decision-making process of master preparation. I think the knowledge and experiences of such NGOs can help the governmental institutions produce more practical plans.

There are also many complaints from the local private development sector regarding the non-inclusive participatory process of master plan for Kandahar City. A staff of OMARZAY COMPANY LIMITED explains:

Since 2001, the government of Afghanistan has provided the private development sector the opportunities to assist the central and local governments develop urban land. However, the government hasn't yet established clear mechanisms that could lead the private development sector functions within an inclusive collaborative environment. Many new townships have been planned by the private development sector and approved by the governmental institutions. But the planning decisions have never been discussed with many key stakeholders at all levels, which later cause numerous challenges for the local residents, governmental institutions and private investors.

The discourses mentioned in the transcription of stakeholders from civil society indicate the master plan for Kandahar City was not developed based on ANDS strategy of 2008. The key stakeholders both from sub-national government and civil society were not provided opportunities that are stated in the ANDS strategy for urban

development.

6.15.3 Coordination and Conflict resolution (National Government with Civil Society)

Kandahar city master plan is one the plans that is prepared by the traditional top-down master planning approaches. In the preparation of Kandahar city master the relationship of central government with civil society was vertical and all the decisions were made at the central government tier by MUDL. The civil society tier of Kandahar city and particularly the residents of the city were not given the opportunity to input. After, the Kandahar city master plan was sent the Kandahar city municipality for implementation, it was criticized by some local government institutions, communities and residents of the city. According to members both from local government institutions and civil society when the municipality of Kandahar city was introduced the new master plan, it raised some conflicting issues between the municipality and residents of the city. One of the employees of Kandahar city municipality explains about the coordination and conflict resolution as follows:

Appraisal of conflicts are very common when new decisions on behalf of communities are made and then they are suddenly shown how their lives will change. Similarly, when MUDL prepared the master plan for Kandahar city, it was sent to be implemented by the municipality. The implementation of master plan raised many conflicting issues such as land-use change, land acquisition, unacceptable decisions about informally developed area, etc. None of the above conflicting issues was possible for Kandahar city municipality to resolve. I think preparing master plan in the capital by MUDL for remote city and send it for implementation is not the proper way of making plans. In order to solve

the conflicting issues of the civil society, they were referred to MUDL through multiple official letters and phone calls, but we did not receive any clear direction from MUDL.

Also, a community leader in the informally developed area of Kandahar city complained about the unresponsiveness local municipality to the demands of residents and in an interview, he expressed his opinion about the conflict resolution as follows:

One day, Kandahar municipality staff came to the informal settlement area where I am living, and they started explaining the plans of municipality for the redevelopment of the and relocating the residents to some planned areas, which will be located a bit far from the center of the city. The plans of the municipality were not welcome by the people. The residents started raising their voices and complaining to Kandahar city municipality to find an alternative solution for the development of informal settlement. Kandahar municipality does not have any other alternative development tools other than detail plans that are prepared by the central government. I think that was the only reason the municipality did not listen to the complains of the communities, which resulted in stopping the municipality from implementing the plans.

In the contrary, the MUDL leadership believes that the existing traditional top-down master plan preparation works in the current situation of Afghanistan planning system, but it indeed needs some reform. In an interview with a staff of policy department of MUDL (Mr. Abdul Wasi SADAT) expressed his opinion about the existing situation of master planning as follows:

Afghanistan has been practicing the traditional top-down master plan preparation mechanism since long back. I believe through the mentioned

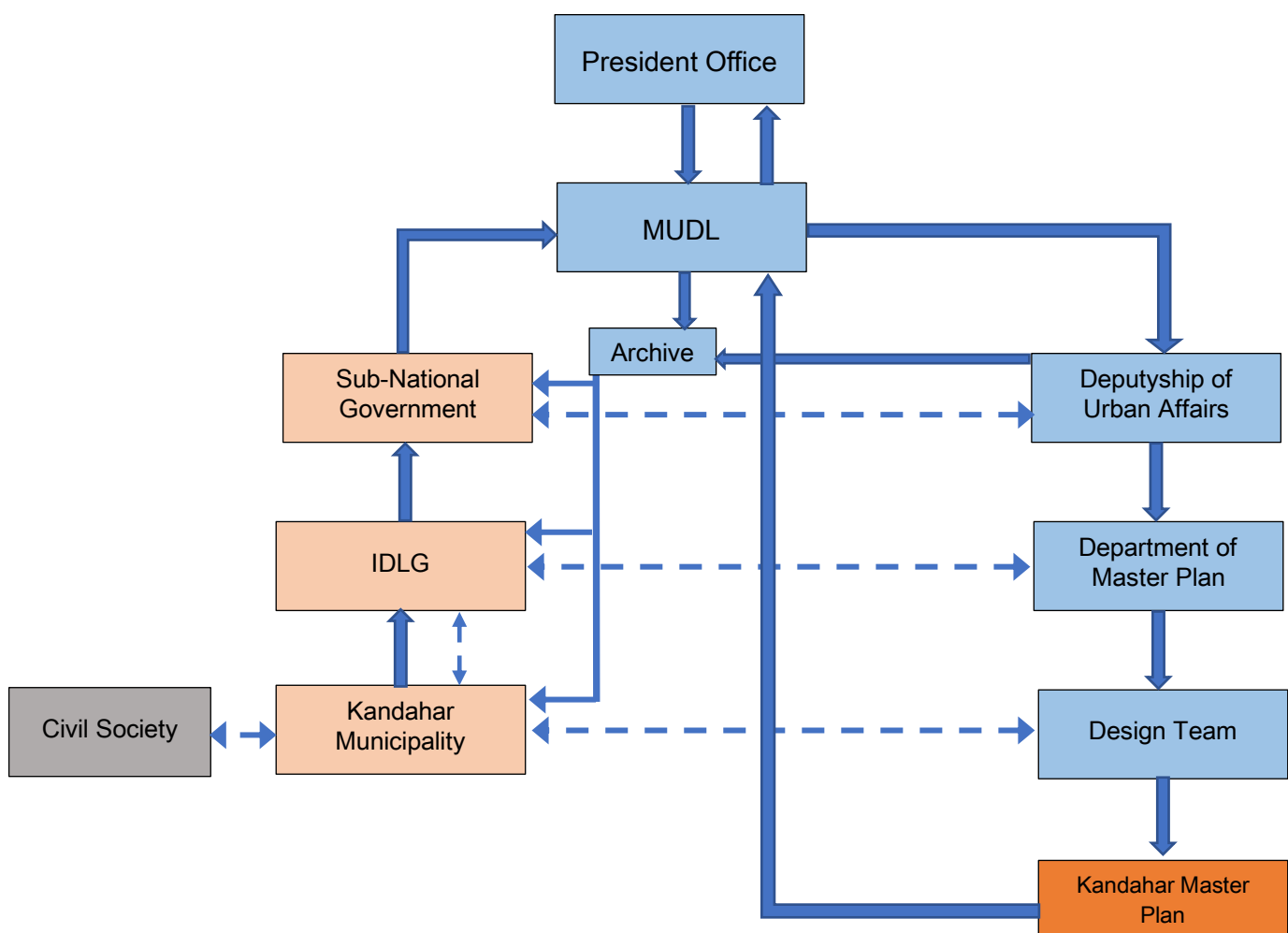
planning method the central government was able to prepare and implement master plans in several big cities of Afghanistan. MUDL agrees to the fact that the prepared master plans and detail plans were not 100% implement, but it does not mean they were a complete failure. I know that the vertical way of making master plans has many drawbacks and for most of the time affected communities show resistance and do not let the master plans to be implemented. However, it is also not possible for the central government to suddenly change from such a centralized planning system to a collaborative/participatory one. Indeed, the leadership of MUDL is thinking about policies and mechanisms on how to make the master planning preparation process collaborative and participatory, but, so far, the central government has not yet developed such policies.

The discourse analysis of the above interviews both with civil society and central government official members carries some clear facts about the unresponsiveness of central government about the conflicts raised because of top-down planning system which is practiced by MUDL. The traditional vertical process of master plan preparation of Kandahar city raised many conflicting issues, but the central government came short to resolve the conflicts between the local government and civil society. And, the reason the central government failed to be responsive to the conflicting issues of civil society is that it lacks required policies and institutional framework for coordination and conflict resolution. **Table 16** describes the evaluation summary of Kandahar City Master Plan.

6.16 Collaboration of involved stakeholders

From the evaluation of the Kandahar City master plan, it is revealed that the involved stakeholders have collaborated in the preparation of the master plan following the steps based on the process diagram shown in **Figure 35**:

Figure 35. Collaboration of Involved Stakeholders in Master Plan for Kandahar City



From the interviews with the stakeholders, it is found that in the preparation of Kandahar City Master Plan only a limited number of stakeholders were involved. The national government decided to prepare the master plan and asked the Kandahar City municipality to start the needs assessment. Kandahar City Municipality started the needs assessment. However, while conducting the needs assessment the role of civil

society was very weak. Some key decisions while conducting the needs assessment were taken between IDLG and MUDL and the request for master plan was sent by Kandahar Municipality through IDLG to MUDL. Upon receiving the request, MUDL sent the request to the of Urban Affairs Deputyship in cooperation of IDLG started further processing of the master plan predation. However, the relationship between IDLG and the deputyship was very weak. Then the Deputyship of Urban Affairs sent the request to the department of master plan and the department started the preparation of Kandahar City master plan that tasked a design team to finish the job. The design team should have been in close coordination and consultation with the local municipality, but most of the key decision related to predation of the were solely taken by the department of the master plan and the design team. After the design team completed the job, the finished master plan was sent to the minister of MUDL for signature. After the signature of minster, the plan is sent for approval to the president office. After the approval of president, the master plan was sent to MUDL and was archived in the archive of MUDL. From the archive of MUDL the master plan was distributed to relevant sub-national government offices such as Kandahar City Municipality, IDLG and MUDL's provincial department.

The process diagram shown in the above figure clearly illustrates the general sequence of stakeholders' participation that when and what stage a specific stakeholder was involved in preparation process of making the Kandahar City master plan. However, during the preparation process of making the master plan it was not specified that how long should the participation period should be, because the duration of participation period is neither mandated in the existing institutional framework of urban planning nor it is specified in any guideline of the responsible authority of urban planning.

And, based on the response evaluation of key stakeholders considering the decided

evaluation criteria for this research, the collaboration of stakeholders in preparation process of master plan for Kandahar City is rated in point scale of 1 to 5. In the rating scale 1 represents very weak relationship, 2 represents weak, 3 represents average, 4 represents strong and 5 represents very strong collaboration among stakeholders. From the evaluation of responses from key stakeholders it is revealed that lack of coordination among institution and absence of a transparent institutional framework made it very difficult both for MUDL and IDLG to involve the key stakeholders in the preparation of master plan. From the response analysis and review it is revealed that in the preparation process of Kandahar City master plan MUDL and IDLG was actively involved, but the collaboration with other key urban planning stakeholders was very weak. MUDL did not establish a strong relationship with Kandahar Municipality and other urban planning relevant provincial departments of line ministries while preparing the master plan. In addition, MUDL did not have any mechanism in place for public participation, coordination and conflict resolution to deal with issues. Both MUDL and IDLG asked the citizen when needed for general data collection but civil society groups were never part of any decision-making process, that is why, both Stakeholders' Involvement and Public Participation is rated 2. In terms of Fact Sharing and Information Adequacy, both MUDL and IDLG could not establish any mechanisms that could form a better technical relationship with relevant urban planning stakeholders. That is why, it was difficult for MUDL to collect information from other stakeholders, and most of the time other stakeholders did not cooperate, so the Fact Sharing criteria is rated 3. Also, security issue was one of the other main challenge that both MUDL and IDLG could not acquire adequate information for the preparation of the master plan. And, the design team of MUDL made most of the decision based on assumption. That is why, the Information

Adequacy criteria is rated 1. In terms of Problem Definition for Kandahar City master plan, the key stakeholders that were part of planning process were MUDL and IDLG, so it was not very challenging for both stakeholders to define and prioritize the problems. Many other relevant stakeholders of urban planning were not part of the process, that is why, the criteria of Problem Definition is rated 2. And, in terms of Reaching Agreement, it is revealed from interviews with key stakeholders that the design team of MULD decided about most of the key decision alone without consultation with Kandahar Municipality and other relevant stakeholders of urban planning, which represents that MUDL had a very weak collaborative relationship with other stakeholders that is why it is rated 1.

Table 16. Evaluation Summary of Kandahar City Master Plan

Criteria Case	1. Stakeholders Involvement	2. Public Participation	3. Sharing Facts	4. Information Adequacy	5. Problem Definition	6. Reach Agreement
Kandahar City Master Plan	In preparing this plan the key stakeholders were the central planning authorities such as MUDA and IDLG. International aid agencies and private developers were not involved as stakeholders...	Public participation and consultation was very limited in preparing this plan because of the absence of a clear institutional framework, although the role of public involved is mandated in national development policy and constitution...	The central government planning authorities relied mostly on facts which were available in central records, while because of insecurity in the planning area they were not able to send survey teams for longer period of time to collect detailed information....	Some very important information such as current demographic data, statistics and land registration records was a big challenge for international planning agencies to deal with. Besides there is no such mechanism that can update and share the data...	Problems were defined among MUDA ,IDLG and other relevant central government agencies, where MUDA and IDLG were the key decision makers...	Technical and policy level decision are all made by MUDA and once the plan is technically approved by the planning commission the plan is then sent for final approval to the president's office..
	2	2	3	1	2	1
	N.G.	S.G.	S.G.	C.S.	C.S.	N.G.

Source: Author

Point Scale of Evaluation				
1	2	3	4	5
Very weak	Weak	Average	Strong	Very Strong

Table 17. Comparison for Evaluation of Four Case Studies

Criteria \	Stakeholders' Involvement	Public Participation	Sharing Facts	Information Adequacy	Problem Definition	Reach Agreement
A) Kabul City Master Plan	The key stakeholders of urban planning at national and sub national levels were involved but there was no clarity in the line of authority of key stakeholders	Limited role of citizens in some small issues	JICA had difficulty accessing the facts because of bureaucracy	Updated data was collected through efforts of JICA	The conflict of interest between KM & MUDL made problem definition complicated	Unclear line of authority between KM and MUDL caused duplication of plans
B) New Kabul City Master Plan	All the key government stakeholders were involved but civil society's participation was very weak	No mechanism was established for Public opinions to be considered in restoration of villages	International consultants had difficulty with accessing the ground realities	Reliance on second hand information because of insecurity	Two planning consultants had different understanding of problems, so the plans were not acceptable to public	The involved stakeholders could not reach to agreement on some key decision
C) Strategic Municipal Action Plans	The involvement of key stakeholders was diverse, which was initiated by UN-HABITAT not MUDL.	Citizen were involved through creation of CDCs	Government agencies were not cooperative in sharing facts	Updated data was collected through efforts of UN-HABITAT	Problems were defined considering the opinions of local people and other stakeholders	Limited time was given to reach final agreement of involved stakeholders
D) Kandahar City Master Plan	Main decision body was MUDL. Other key stakeholder were not involved	Absence of strategies for citizen participation	Because of insecurity, MUDL didn't reflect updated ground facts in the plan	MUDL relied on data that was not updated	Problems were only defined by MUDL and IDLG, other key stakeholders were not included	Both policy and technical level decision were made by MDUL

Table 18. Summary of Findings from Four Case Studies

Tiers of framework	Criteria	Four Case Studies
National + Sub National Government	Stakeholders' Involvement	<p>Case A. The national and sub national governments could not establish a common strategy for the involvement of key stakeholders. And there was no clarity in the line of Authority.</p> <p>Case B. The key official stakeholders of urban sector were part of initial planning stage, but civil society's role was not given enough importance.</p> <p>Case C. All the major relevant urban planning stakeholders were involved, but no policies and strategies were established by MUDL to be utilized for producing other plans</p> <p>Case D. The plan was not produced based on shared decision-making process</p>
	Public Participation	<p>Case A. Both MUDL and KM did not establish any mechanisms for Public awareness, empowerment and forums for public inputs.</p> <p>Case B. CRIDA did not establish any mechanisms for Public awareness, empowerment and forums for public inputs.</p> <p>Case C. UN-HABITAT established some mechanisms for Public awareness, empowerment and forums for public inputs through CDCs, but they were not institutionalized by MUDL.</p> <p>Case D. Both MUDL and IDLG did not establish any mechanisms for Public awareness, empowerment and forums for public inputs .</p>

Sub National Government + Civil Society	Sharing Facts	<p>Case A. Most civil society groups did not share the ground realities and information with KM and JICA that is why some decision are based on assumptions.</p> <p>Case B. Because of lack of trust most civil society groups did not cooperate with CRIDA</p> <p>Case C. CDCs were effective in sharing ground realties with UN-HABITAT, however MUDL could not keep the formation of CDCs after the job of UN-HABITAT was completed.</p> <p>Case D. Because of insecurity MUDL relied on data that was not up to date.</p>
	Information Adequacy	<p>Case A. There was lack of cooperation of relevant sub national government institutions with JICA and KM.</p> <p>Case B. The consulting companies relied on second hand information, because on insecurity</p> <p>Case C. UN-HABITAT was able to produce most of the required data for SAP by its technical team, and Sub national government's cooperation was very weak in sharing data with UN-HABITAT.</p> <p>Case D. Because of lack of professional staff and insecurity MUDL was not able to collect all necessary information</p>
Civil Society + National Government	Problem Definition	<p>Case A. Conflict of interest and opinion between KM and MUDL caused disagreement on establishing common definition for problems, which resulted in producing two different plans for the same city.</p> <p>Case B. Some key issues such as villages renovation and land matters were not resolved that caused the suspension of the project</p> <p>Case C. National government could not build a strong relationship with CDCs established by UN-HABITAT, that is why MUDL could not start the implementation of Bamyang City SAP.</p> <p>Case D. MUDL could not establish a close relationship with civil society during the planning stage that is why it is very challenging for MUDL to implement the plan.</p>

	<p>Reach Agreement</p> <p>Case A. Unclear line of authority between KM and MUDL caused duplication of activities and made consensus-based agreement challenging.</p> <p>Case B. The international planning consulting companies reached agreement on some key decision that directly affect the lives of citizens without consultation and consensus with civil society's tier that caused the suspension of the project</p> <p>Case C. UN-HABIBAT built a strong connection with civil society's groups which made consensus-built agreement relatively easy, but on the other hand MUDL could not convince the civil groups to resolve their issues with local municipality to implement the plan.</p> <p>Case D. All key decisions that directly affect residents' lives were supposed to be taken in consultation with civil society groups and sub national government, but they were taken by MULD alone, which made it difficulty of Kandahar Municipality very difficult to start the implementation as planned.</p>
--	---

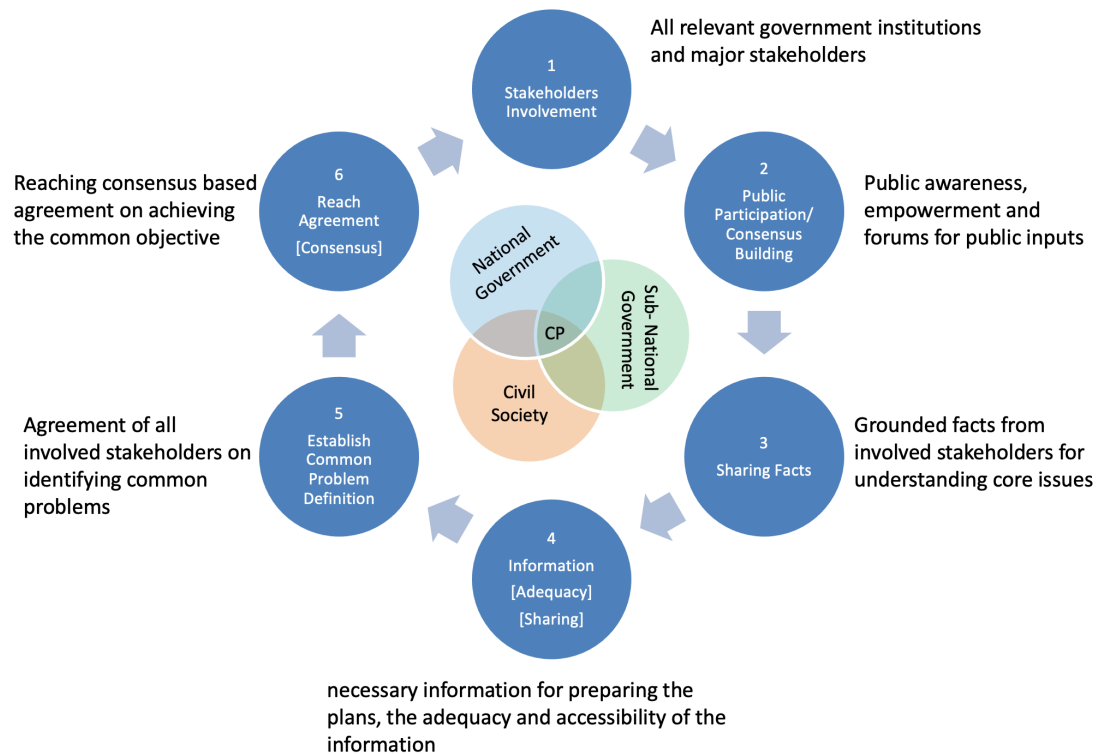
Chapter 7

Discussion

7.1 Discussion

From the evaluation of four case studies, it is found that different stakeholders were involved for the preparation of different master plans, and in most cases different stakeholders were part of preparation process for the same city that even led to preparation of two master plans for the same city. The main reasons that can explain why different stakeholders were part of master plan preparation process for different cities are such as Existence of institutions with parallel responsibilities, Ambiguous line of authority between key stakeholders, Unclear institutional framework of urban planning, absence of intra and interinstitutional coordination, and absence of mechanisms how to lead the involved international community toward integrating both their knowledge of urban planning and resources in urban planning processes of Afghanistan. Considering the evaluation framework for collaborative urban planning in Afghanistan as shown in **Figure 36**, from the evaluation of case studies it is understood that the collaboration between the three tiers in making the master plans is significantly affected.

Figure 36. Evaluation Criterion Framework for Collaborative Planning



For example, in preparation of Case A that is the master plan for existing Kabul City, it is revealed that two key stakeholders were the two parallel institutions that are given same responsibilities and authority to prepare the master for the city. The line of authority between Kabul Municipality and Ministry of Urban Development and Land was not clearly identified. Also, the existing planning law of Afghanistan does not clearly mandate an institutional framework that could lead the involved planning institutions toward collaborative decision making. In addition, both the Ministry of Urban Development and Land and Kabul Municipality failed to establish mechanisms for utilizing the urban planning knowledge and financial resources of World Bank and JICA in an integrated manner for preparation of a unified master plan for existing Kabul City, which resulted in producing two different master plans by different stakeholders for the same city. Both MUDL and KM could not provide opportunities to facilitate the involvement of civil society's tier in the process of making the master

plan. So, it was very difficult for international agencies such as JICA or the World Bank to ask international consulting companies to involve the civil society's groups in plan making process without the cooperation of governmental agencies. Similarly, in Case B that is the master plan for Kabul New City it is revealed that the central government could not set a clear direction for the newly established institution that was DCDA to form a collaborative decision-making environment and DCDA failed to manage both the international knowledge of urban planning and financial resource provided by JICA to create a practical master plan for Kabul New City. The key official stakeholders of urban sector were part of initial planning stage, but civil society's role was not given enough importance. Although in the urban development strategy of Afghan government it was mandated that the civil society shall be part decision making process but CRIDA could not establish any mechanisms for the involvement of civil society's tier neither CRIDA could facilitate the process of involving citizens' groups in the process of plan making. In terms of updated data collection, the consulting companies relied on second hand information, because of insecurity in the target area for the master plan. Also, because of lack of trust most civil society groups did not cooperate with CRIDA to share some required information about the area. Some key issues such as villages renovation and land matters were not resolved that caused the suspension of the project. The international planning consulting companies reached agreement on some key decision that directly affect the lives of citizens without consultation and consensus with civil society's tier that caused the suspension of the project.

Also, from the evaluation of Case C that is Strategic Municipal Action Plan for Bamyan City it is found that the Ministry of Urban Development and Land did not set any kind of clear direction for UN-HABITAT to be followed for preparation of the

plan. Instead, UN-HABIBATAT established a joint decision-making mechanism for preparation of the plan. UN-HABITAT in coordination with local municipality and other relevant stakeholder could prepare a practical action plan for Bamyan city. All the major relevant urban planning stakeholders were involved, but no policies and strategies were established by MUDL to be utilized for producing other layer for implementation of the plan that was prepared by the support of UN-HABITAT. During the preparation stage of the SMAP for Bamyan City, UN-HABITAT established some mechanisms for Public awareness, empowerment and forums for public inputs through CDCs, but MUDL failed to establish a legal back up for the proposed mechanisms. During the preparation of the plan CDCs were effective in sharing ground realities with UN-HABITAT, however MUDL could not keep the formation of CDCs after the job of UN-HABITAT was completed. In terms of updated data collection for the plan, UN-HABITAT was able to produce most of the required data for SAP by the support of its technical team, and Sub national government's cooperation was very weak in sharing data with UN-HABITAT. Also, UN-HABIBAT built a strong connection with civil society's groups which made consensus-built agreement relatively easy, but on the other hand MUDL could not convince the civil groups to resolve their issues with local municipality to implement the plan. Both because of lack of interinstitutional coordination in the National government level and lack of strong relationship of MUDL with CDCs established by UN-HABITAT, the local municipality could not start the implementation of Bamyan City SAP.

And, from the evaluation of Case D that is the master plan for Kandahar City it is revealed that the master plan was solely prepared by the planning department of the Ministry of Urban Development and Land without coordination with local municipality and input of the public. The existing urban planning law and the

municipal law do not clearly and officially mandate the line of authority and responsibilities of national government and local level institutions. That is why, usually the national level institutions take that as an opportunity and make some key decisions without coordination with local government and civil society tiers. Both MUDL and IDLG did not establish any mechanisms for Public awareness, empowerment and forums for public inputs. And while preparing the master plan for Kandahar City, Because of lack of professional staff and insecurity MUDL was not able to collect all necessary information. That is why, MUDL relied on data that was not up to date. Also, MUDL could not establish a close relationship with civil society during master plan making stage, and all key decisions that directly affect residents' lives were supposed to be taken in consultation with civil society groups and sub national government, but they were taken by MULD alone, which later it was very difficult for Kandahar to implement the master plan that was prepared by MUDL.

From the review and analysis of the four case studies based on the hypothetical collaborative urban planning framework, the research questions are answered as follows:

- How the imported urban planning approaches have been adopted to local conditions?

The results of the review and analysis has revealed that in general the way that foreign planning approaches were introduced and adopted to the situation of Afghanistan was not very successful. For example, since the establishment of new government supported by international community, the government of Afghanistan has been promoting de facto decentralization of power and authority between national and sub-national governments only in national strategy papers. Although the government has established some new urban planning institution both at national and sub-national level,

the new government has failed to introduce a specific approach to properly adopt the foreign urban planning method that could be implemented successfully in Afghanistan. In addition, the new government could not improve the Soviet inherited urban planning system as well towards decentralized and collaborative for of planning. As a result, the urban planning environment of Afghanistan is functioning within an un-collaborative environment among the national, sub-national governments, international agencies and private sector stakeholders that are leading towards ambiguity of authority, role and responsibilities among planning institutions. For instance, the national government urban planning institutions including MUDL, KM and DCDA has been requesting the support of international aid agencies in urban planning without having a collaborative urban planning institutional framework. That is why most of the time the newly introduced planning support projects are not successfully implemented.

- How are current practices of urban planning projects evaluated from the viewpoints of collaborative urban planning in Afghanistan?
 - Who are the involved groups?
 - What kind of collaboration is being done?
 - How and when citizens as a stakeholder are involved in the framework?

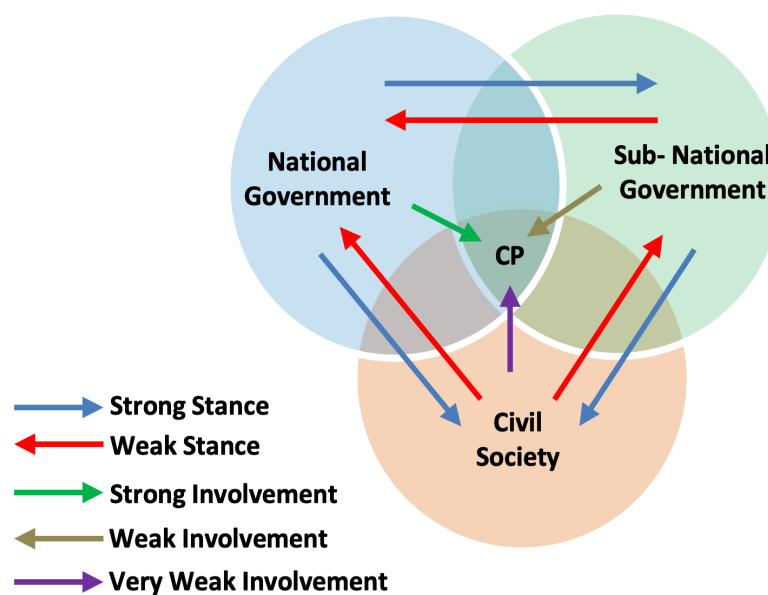
The results of evaluation of involved stakeholders in the four cases of this research concluded that national government is trying to perform urban planning and master plan making through a collaborative approach with the help of international community. However, both the national government and sub-national government have not yet established a common strategy in the form of a legal base or institutional framework to involve relevant stakeholders from national government, sub-national government and civil society tiers in the process of master plan making. In addition, it

was found that there is not clarity in the line of authority among the previously existed and newly established institution that are involved in urban planning.

Also, the results of the review and analysis of the four cases and historical review of the urban planning institutions reveals that various groups are involved in the urban planning and master plan making in Afghanistan. For example, from the national government tier the involved groups are MUDL, IDLG, KM, Donor Agencies (The World Bank, JICA, etc.), international urban planning consulting companies that are hired by the donor, INGOs and some other national level institutions. From sub-national government tier the involved groups are for example, provincial level municipalities, provincial level line ministries' department and from civil society's tier the involved groups are CDCs and some community related groups. However, the key and dominant role is being played by the national level institutions particularly MUDL. The result of this study concluded that the stance of MUDL in decision making has always been very strong compared to other involved groups, and most of the time some key decision that are directly affecting the civil society's groups is solely taken by MUDL. It indicates that the kind of collaboration that is being done while making master plans for cities in Afghanistan is very much national level centered collaboration, which means there is only collaboration among the national level institutions. The results of this study also revealed that even the collaboration among national institutions is undermined by unclarity in the role, authority and responsibilities of involved stakeholders because of the absence of a comprehensive institutional framework for collaborative urban planning in the country. Also, the result of this study indicates that the citizen participation and the role of civil society was very weak. Citizens are only involved in stage of data gathering for preparing the master plans and they are not part of the decision-making process. The stance of civil

society's tier is very weak compared to the stance of national and sub-national governments in terms of reaching to the government and demanding its rights. And, it was revealed that the involvement of citizen and civil society's groups in master plan making was very weak compared to the tiers of national and sub-national government. **Figure 37** shows the current situation of collaborative urban planning of Afghanistan that was reviewed based on the hypothetical model of this study.

Figure 37. Current Situation of Collaborative Planning in Afghanistan



The main reasons behind the weak participation of civil society were that both the government of Afghanistan and the international donor agencies were faced with some difficulties. For example, the first difficulty was lack professional staff and necessary resources that made it challenging for the government and international donor agencies to enhance the involvement of civil society tier. Second, the government of Afghanistan lacks a clear legal back up and guidance about the involvement of civil society tier in the process of urban planning, master plan making and urban development. Third, lack of civil society's trust on the government that leads to very weak interest of civil society in participatory planning. Forth, insecurity was one of

the issues that made it difficult both for the government and international donor agencies to establish a strong relationship with the civil society tier. Fifth, the national government could not facilitate and provide an atmosphere where international donor agencies and civil society groups could cooperate and exchange opinions. For instance, in Case A and Case B, there was pressure on national government from Presidential office that the master plan for Kabul City and Kabul New City should be prepared within a specific time. That is why, both the government and the international donor agencies could not both establish legal back up for a collaborative master plan making process and prepare the master plans at the same time. Also, the international donor agencies, MULD, KM and CRIDA did not have enough professional staff and resources to organize workshops for the involvement of citizen groups. Moreover, the government could not pave the way for the international donor agencies that they could smoothly engage the civil society groups. However, in preparation of Case C (Bamyan City SMAP) the involvement of civil society was strong and successful compared to other case studies. And, the reason behind that is that the national government and sub-national government level institutions provided enough opportunity for UN-Habitat to establish strategies and policies for the involvement of civil society tier. There was no pressure on UN-Habitat from the national government to finish the project finish the plan within a tight time frame, so the technical team of UN-Habitat has enough time involve various local and governmental stakeholders. In addition, the local communities in Bamyan city have enough trust on UN-Habitat than on the government, because UN-Habitat has implemented a number of development projects there. That is why many civil society groups were interested to participate in the preparation of the plan. But, in case of the other master plan case studies, the national government could not provide any of the mentioned support for international donor agencies to

enhance the involvement of civil society tier in the preparation of the master plans.

In addition, this study has outlined the following discussion points from the institutional review and evaluation of various urban planning practices in Afghanistan.

- Authority, role and responsibilities of urban planning institutions
- Foreign urban planning systems introduced to Afghanistan
- Obstacles in the way of transferring foreign urban planning system

7.1.1 Authority, role and responsibilities of urban planning institutions

The review on urban planning institutions of Afghanistan revealed that urban planning related functions have been divided among various institutions in Afghanistan. The central government of Afghanistan has given each institution some authority and a set of roles and responsibilities to carry out each urban related function. However, in some situations the given authority, role and responsibilities among institutions are not clearly defined. For example, according to advisors from MUDL and KM, in terms of urban planning decision making about Kabul City the line of authority between MUDL and KM is so ambiguous that usually results in conflict of interest, and eventually leads to duplication of activities and waste of resources. From the institutional review it was found out that KM compared to provincial municipalities has been given an exceptional status. KM is similar to a ministry that directly reports to the president's office, and that is why KM wants to fully enjoy the autonomy of decision making on urban planning related issues of Kabul City. On the other hand, MUDL is also given the authority to deal with urban planning related decisions all over the Afghanistan. Both MUDL and KM have been given the authority to decide about future development of the city, but the line of authority between the two is not clearly defined. Similarly, the establishment of some new urban planning institutions further

obfuscated the ambiguity of authority among urban planning institutions. For instance, in 2007, the central government of Afghanistan established the independent authority of DCDA to manage the planning and implementation of Kabul New City. Since DCDA is an independent institution, it directly reports to president's office same as KM does. None of the three institutions MUDL, KM or DCDA want to be subordinate to each other, and each institution wants to fully enjoy the autonomy of its authority. Also, in August 2007, the central government of Afghanistan established the independent authority of IDLG, which is given the responsibility to deal with civilian related issues in local level. And from the review it was found out that some responsibilities of IDLG are the same as MUDL, which lead to confusion among the institutions.

7.1.2 Foreign urban planning systems introduced to Afghanistan

This study reviewed urban planning institutions and evaluated foreign urban planning practices in Afghanistan during 1960 to 2015. The findings of the undertaken review and evaluation highlight the problems and challenges of transferring various urban planning systems from foreign countries. For example, during 1960s, some new urban planning institutions were established by the government of Afghanistan, which were responsible for preparing and implementing master plans in cities all over the country. The newly established urban planning institutions of 1960s were technically supported by various foreign countries including the Soviet Union, the United States and some European and Asian countries. As a result of foreign countries technical and financial support, the new institutions were able to plan and implement many mega scale urban planning projects in some big cities of Afghanistan. In terms of transferring urban planning techniques and knowledge, the Soviet Union played the major role during

60s and 80s. Through the capacity development programs of the Soviet Union in 60s and 80s, many young Afghan planners were trained both in Afghanistan and Russia. The newly trained Afghan planners and engineers together with Russian experts started transferring and implementing Russian urban planning system. The newly introduced urban planning system of Russia to Afghanistan was a top-down planning approach, which gave residents fewer individual choices on how they choose to live. The type of urban facilities and housing units were solely dependent on the technical requirements which were already set in the plan. The power and authority of decision making on type of housing, apartments and urban facilities was given to the planners, and the residents' opinion on what kind of housing and urban facilities they want were not considered in the master plans. Particularly in case of Kabul City master plan, the collision of interests between the planning institutions and residents of Kabul City led to the revision of master plan many times, and it took long time to be approved and implemented.

According to the author, the transferring process of the Soviet urban planning system had both positive and negative aspects. The positive side of the process was the integrated approach of the Soviet Union towards educating and training urban planning experts, who were able to follow a unified style of preparing and implementing master plans all over Afghanistan. The negative side of the process was that although the Soviet backed government in Afghanistan established a unified urban planning system, the government did not develop a specific institutional framework for urban planning functions that could introduce formal laws, regulations, and procedures, and the introduced system of Soviet Union did not include a mechanism of valuing informal conventions, customs, and norms, which basically form the social and cultural environment of the country. Eventually, by the end of 80s, the master plans prepared

by the Soviet backed government of Afghanistan were not fully implemented because of political insecurity in the country, which was followed by collapse of the regime. Afghanistan remained in unstable political situation without a legitimate government from 1989 to 2001.

In 2001, the US-backed government was established in Afghanistan. Since then, the government has been promoting de facto decentralization of power and authority between national and sub-national governments, which as a result established some new institutions both at national and sub-national level. In terms of urban planning, the new government has neither introduced a specific approach towards dealing with urban planning related functions nor has it improved the Soviet inherited urban planning system. Instead, the new government has created an urban planning environment where various un-collaborative competing practices of central and local governments, international agencies and private sector are leading towards ambiguity of authority, role and responsibilities among planning institutions. For example, the national government urban planning institutions including MUDL, KM and DCDA involved international aid agencies in urban planning by requesting them to technically and financially support the mentioned national institutions to prepare and implement master plans. Following the request of national government, the international support of urban planning to Afghanistan came from many developed countries through international aid agencies and NGOs. However, the technical and financial assistance of international aid community and INGOs in urban planning and management sector has not been channeled through a transparent institutional framework. Most of the technical and financial support has been used in an uncoordinated environment of actors, which has led to duplication of urban planning activities, and waste of financial and human resources. The fact related to the waste of resources has also been pointed

out by John Sopko who was appointed as a special inspector general for Afghanistan reconstruction by President Obama in July 2012. In an interview with Al Jazeera, John Sopko said that most of \$110 billion aid US, which was spent on post war reconstruction programs in Afghanistan has been wasted on poor designing and poor implementation of programs (Al Jazeera, 2015). Since the US-backed government of Afghanistan has not established any specific urban planning system, international aid agencies started to support the government of Afghanistan through proposing various urban planning approaches. For example, the World Bank has supported MUDL to initiate the preparation of new master plan for existing Kabul City through hiring an Indian urban planning consultancy. The Indian consultancy proposed a master plan for Kabul City which was based on an approach of urban planning that was totally alien to the experts both in MUDL and KM. The urban planning experts in MUDL and KM are all trained and educated Soviet inherited planning knowledge and experience, and MUDL could not manage to initiate capacity building programs to train personnel of planning division in MUDL and KM to be able to understand and implement the proposed system. Besides, KM did not agree on some technical points which were decided between MUDL and the Indian firm, so the master plan was not approved. Then KM requested JICA to support the urban planning division of KM in preparing a new master plan for Kabul City. Accepting KM's request, JICA hired some a Japanese planning consultancy to prepare the master plan. The Japanese planning consultancy also proposed a master plan which was prepared based on a new planning approach. JICA while preparing the new master plan for Kabul City, its expert team was simultaneously training the personnel of urban planning division in KM. Finally, the new master plan for existing Kabul City was completed by joint collaboration of KM, JICA, Japanese consultancy firm and some other governmental institutions.

The US-backed government with technical and financial support of JICA has also decided to plan and implement a new city for 3 million people. Throughout the evaluation of Kabul New City master plan, it was found out that the master was prepared two times by two different international planning consultancies. The first master plan of new city was prepared by a French planning consultancy, which was based on European planning concepts. The master plan prepared by the French planning consultancy was not approved, because it was not very realistic. Therefore, JICA hired a Japanese consultancy firm, and the Japanese firm prepared a second master plan for Kabul New City, which was prepared based on Soviet inherited urban planning method. Furthermore, from the evaluation of SMAP for Bamyan City and Kandahar City master plan, it was found out that MUDL is also involved in practicing two other types of urban planning systems. For instance, SMAP is a comprehensive urban planning approach, which has been proposed by UN-HABITAT. Using SMAP method, MUDL in cooperation with UN-HABITAT have prepared a 10-year master plan for Bamyan city in 2010. And, MUDL is using the Soviet inherited urban planning systems as well, which was used for preparing the Kandahar City master plan in 2011. The evaluation of urban planning methods that are practiced by the US-backed government highlights the fact that there are many national and international actors, which practice various imported urban planning methods within a weak collaborative environment among them.

7.1.3 Obstacles in the way of transferring foreign urban planning systems

The evaluation of four master plan cases has revealed that there are a number of challenging obstacles and limitations which undermine the transferring process of adopting international urban planning systems. And, it was revealed that the western

origin collaborative master plan making approaches were not properly and successfully adopted. The question how the international planning approaches were adopted in Afghanistan's condition and why they were not properly adopted is discussed under the explanation of the obstacles that are listed as following, which are separately explained.

1. Limited number of local experts in urban planning institutions
2. Weak intra and inter-institutional coordination among stakeholders
3. Limited updated and reliable required data for preparing master plans
4. Limited knowledge of international planning firms about Afghanistan's social and cultural values
5. Ambiguity in national urban planning strategy, policies and programs
6. Political and Economic Instability

7.1.3.1 Limited Number of Local Experts in Urban Planning Institutions

The evaluation of four master plan cases highlights the fact that all national and sub-national level urban planning institutions have limited number of local urban planning experts. And most of the planning experts still use and relay on Soviet inherited urban planning method. The international urban planning consultancies that have recently introduced the urban planning methods have faced with many challenges regarding the limitation of local experts and making the local experts adapt to using the imported methods. For example, in case of preparing the master plan for existing Kabul City, both the Indian and Japanese planning consultancies have introduced two different systems of preparing the master plans, which were new to the local experts both in MUDL and KM. Since the proposed methods of preparing the master plans were new to local experts and there were a limited number of local experts available, the international planning consultancies had to involve other international urban planning

experts to complete the master plans. Therefore, most of the technical and expert decisions are taken by the international planning consultancies. And in case of Kabul New City master plan, DCDA did not have enough urban planning experts to prepare a complete master plan for Kabul New City. Similarly, the master plan for Kabul New City was prepared by two times by two different international planning consultancy firms using various urban planning methods. The international planning consultancies were provided office space in DCDA to both improve the capacity of local staff and prepare the master plan. But the technical capacity of local staff was not enough to complete the project, and that is why it was required to prepare most of the master plan out of the country with assistance of other international planning firms.

The limitation of local planning experts and the introduction of new planning methods in preparing the existing Kabul City and Kabul New City master plans caused conflict of opinion among international and local agencies, which took a long time both for local and international agencies to reach to final decisions on completing the preparation of the master plans.

7.1.3.2 Weak Inter-Institutional Coordination among Stakeholders

National and sub-national level institutions and international aid agencies that are involved in urban planning activities in Afghanistan function within a weak inter-institutional collaborative environment. MUDL as a national government authority is responsible for coordinating city level master plans from provincial municipalities and sector regional plans from province within a region into national urban development strategy and the budgetary control of MUDL is directly under Ministry of Finance. On the other hand, the provincial municipalities are to larger degree independent and fiscally self-sustaining agencies and in some cases like Kabul Municipality, they are

given an exceptional status to deal with urban planning decisions. However, at the operational level there is little coordination between MUDL and municipalities. As a result, the plans and programs that should be carried out collaboratively are faced with numerous challenges during the implementation. For example, the evaluation of Kabul City clearly demonstrates the weakness of coordination between MUDL and KM. Similarly, the evaluation of existing Kabul City master plan highlights the fact that there was no coordination among international agencies as well, which finally led to preparing two master plans. Inter-institutional coordination is also weak at the level of decision making because of ambiguity in understating the authority, role and responsibilities of each institution. Therefore, the international planning consultancies are left in uncertainty. As a result, the prepared plans by international consultancies are not consistent enough, which in some cases are not approved by the central government.

7.1.3.3 Limited Updated and Reliable Required Data for Preparing Master Plans

Since 2001, some national institutions and many international agencies that are involved in urban planning activities have carried out several studies and surveys for collecting data about population statistics, land tenure, governance, informal housing, transportation, etc. However, the degree of consistency in data provided by various institutions is not very high, and the government still does not have a system in place to synthesize the provided data. That is why it is one of the major challenges for international planning consultancies to acquire reliable data for preparing the master plans. The limitation and inconsistency of required data for preparing master plans was pointed out in the review of four cases. For example, in case of preparing new master

plan for existing Kabul City, the Indian consultancy used the data which was extracted from World Banks studies and surveys, and the Japanese consultancy used the data which was provided by JICA. And in case of preparing master plan for Kabul New City, JICA acquired land ownership data from DCDA, which stated that most of the land in Kabul New City is under the ownership of government, but later it was found out that most of land is owned by residents in the area and some politicians.

7.1.3.4 Limited Knowledge of International Planning Firms about Afghanistan's Social and Cultural Values

Afghanistan is a country with a long history of civilization in central Asia that has been important in the development of social and cultural values of current Afghan society. In fact, each city in the country represents distinct cultural aspects of Afghan society and values distinct social norms. And most of Afghans are so conservative that they want to make cultural and social values concrete in the urban planning of their cities. However, most international planning consultancies do not have enough knowledge about the social and cultural values of Afghans, and most of the time such values are not well established in the concept they propose to the governments. The foreign-backed regimes in Afghanistan at any period of time have not considered integrating social and cultural values in the planning system. For instance, during the Soviet backed regime, the master plans of 1962 and 1971 for Kabul City did not integrate the social and cultural values of Afghans. The master plans simply replaced all the social and cultural landscape that included historical courtyard housing, traditional market and local identity with high rise apartment buildings. A similar scenario has been repeated in preparing the master plan for Kabul New City, the proposed master plan by the French planning consultancy has proposed to replace most the traditional

villages with high-rise apartment buildings. On the other hand, neither the governmental planning institutions nor the international planning firms take some kind of measures to facilitate acquiring knowledge about the status of local culture and social values and incorporating it in the planning of Afghan cities.

7.1.3.5 Ambiguity in National Urban Planning Strategy, Policies and Programs

Afghanistan National Development Strategy (ANDS) was newly established in 2008 that has a specific section on economic and social development. The economic and social development section of ANDS presents broad strategies for urban planning related functions such as private sector development, energy, water and irrigation, agriculture and rural development, transport, information and communications technology, urban development, mining, health and nutrition, education, culture, youth and media, social protection, and issues related to refugees, returnees and internally displaced persons. Additionally, ANDS has devolved the authority of decision making related to some of urban development functions to provincial authorities and municipalities. The national urban development section of ANDS also focuses on decentralization of power, citizen and private sector participation in urban planning. Earlier than the establishment of ANDS, since 2001, however, there were many other urban development related policies and programs are in place that are still underway, which in some cases do not have a consistent link with ANDS. For example, two of the four reviewed master plan cases (new master plan for existing Kabul City and Kabul New City master plan) were initiated before 2008, which haven't bonded well enough with ANDS yet. Besides, the strategy for urban development of ANDS is too broad, and it is not followed by any coherent detailed policies and procedure that can transparently lead the current urban development of cities in Afghanistan.

7.1.3.6 Political and Economic Instability

The foreign backed regimes in Afghanistan have always been prone to political instability. The replacement and change of regimes have been associated with a larger degree of uncertainty in functions of political and social institutions, while practicing new policies. The political instability in every foreign back regime of Afghanistan has directly stimulated an increased economic instability. Afghanistan has witnessed that the more political instability increases, the less international aid community, INGOs and private sector get involved in continuing their support. One of the recent examples that can pinpoint the unwillingness of international aid agencies and private sector to continue their support is the period of transition of power from President Karzai to Dr. Ashraf Ghani in 2014. During the transition period the national and political situation became uncertain, and some international aid agencies have stopped their activities and waited for the final result of presidential election. For instance, the capacity development for KM and DCDA and other programs that were technically and financially supporting the existing Kabul City and New Kabul City master plans, which were initiated by JICA were stopped, and JICA evacuated most of its expert teams from Afghanistan. Additionally, JICA decided not to support Kabul New City master plan any longer, because the newly established government under the leadership of Dr. Ashraf Ghani was not explicitly convincing regarding the implementation of the new city in north of Kabul.

Chapter 8

Conclusion

8.1 Conclusions and Policy Recommendations

- The evaluation of Case A and Case B clearly indicates the following points:
 - For Case A the National government failed to establish a common strategy to give clear direction for the imported planning approach of India and Japan and MUDL could not establish transparent line of authority between KM and Ministry that resulted in duplication of producing two different master plans for the same city.
 - For Case B, the national government could not guide the international consulting companies to develop plans that are suitable for the situation in Afghanistan.
- The evaluation of Case C and Case D clearly indicates the following points:
 - For Case C the National government incorporated the SMAP approach to Afghanistan Urban Development Strategy (ANDS). However, the National government could not develop relevant laws and regulation to institutionalize the imported planning method.
 - For Case D, the National government has customized the Russian town planning approach to suit the conditions of ANDS. However, the national government failed to develop laws and regulations for involving stakeholder from other tiers of government and as a result most decision were taken by MUDL.
 - The following key point were found from the evaluation of stakeholders' collaboration in preparation of Case A and B:

- The main responsible stakeholders in the development of Case A were MUDL and KM. The line of authority between the two stakeholders was not clear. That is why they could not establish a common strategy to bring all other related stakeholders together, which resulted in weak collaboration.
- For Case B, although the National government established an independent board that involved most of the key stakeholders to develop the master plan for Kabul New City, and the collaboration among the stakeholder was average, but the National government could not establish a framework for consensus building to get the agreement of landowners and residents, that is why the project was suspended.
- The following key point were found from the evaluation of stakeholders' collaboration in preparation of Case C and D:
 - The main responsible stakeholders in the development of Case C were UN-HABITAT, MUDL, IDLG and Bamyan Municipality. UN-HABIBAT established a mechanism for participation of citizen through CDCs and involvement of relevant stakeholders, which resulted in relatively strong collaboration. However, the government could not keep the formation of CDCs after the job of UN-Habitat was done. And the central government did not institutionalize the mechanisms proposed in the approach.
 - For Case D, the main stakeholders were MUDL and IDLG. The collaboration in the development of Kandahar Master Plan

between MUDL and IDLG was average but with other stakeholders it was weak. And, citizen participation was not part of the master plan preparation process.

By reviewing the historical background of urban planning institutions in Afghanistan, this study draws general conclusions about the influence of foreign countries on the transformation and establishment of urban planning institutions and planning systems in Afghanistan. The aim of reviewing the historical background of urban planning institutions was to find out and illustrate the missing points of the transferring process of international urban planning systems to Afghanistan. The findings of this research indicate that the urban planning institutions and urban planning systems of Afghanistan have always been either directly or indirectly influenced by foreign countries presence in Afghanistan. The main reason of the mentioned influence is behind the fact that Afghanistan is located in a geopolitically important strategic location in central Asia. Therefore, the country has always attracted the attention and interest of superpowers, which as a result ended in direct and indirect political intervention in the internal affairs of Afghanistan. Throughout the history of Afghanistan, changes and replacements of regimes were due to the interference of foreign countries. Consequently, every regime change was followed by grave reform and transformation in the political and social institutions of Afghanistan, which has bluntly represented the influence of a particular foreign country that backed the newly established regimes at the time. The institutional transformation and reform in some key institutions of the country have been one of the preliminary objectives of new regimes in the country. Urban planning institutions are among those which have always been affected by the institutional reform of the foreign backed new regimes. Each foreign backed regime of Afghanistan has always tried to transfer and implement

urban planning systems that have been alien to the country. Therefore, the urban planning systems of Afghanistan functions within an environment where there is too much conflict of interest among involved institutions. This study has outlined the following conclusions and policy recommendations for institutionalizing a practical collaborative urban planning and master plan making system in Afghanistan that answers the following research questions:

- How urban planning collaboration can be institutionalized within the current governmental setting of Afghanistan?
 - What hierarchical institutional changes are required to promote collaboration?
 - What kind of planning is appropriate for Afghanistan and which direction should it go?

8.1.1 Implications for the Development of Institutional Framework of Urban Planning

From the evaluation of Afghanistan's urban planning institutions and involved international actors, it is found out that urban planning and master plan making has been in crisis due to transformation of urban planning system from top-down system to market oriented urban planning system. And, the reason behind is that Afghanistan is one of the transitional countries, the form of government of Afghanistan started changing from a so-called Communism to a Capitalist Country, which directly affected the urban planning system as well. However, the country has not transformed completely from the centralized system to a decentralized one yet, and the exiting half centralized and half decentralized system of government is lately faced with some pressing urban planning institutional problems and challenges, which makes collaboration challenging. Based on the evaluation and analysis of institutional

transformation and institutional framework of urban planning and master plan preparation, the following policy recommendations for further structuring and reform of institutional framework are appropriate. First, in the national government level, MUDL in collaboration with sub-national government and civil society tier must prepare and enact an urban planning law that clearly specifies the roles, responsibilities and authority of all involved actors both at national and sub-national levels to avoid duplication of planning activities. Currently, the government of Afghanistan has only developed ANDS, which is a general development strategy document that lacks clear spatial planning policies. The Sub-national level planning institutions and municipalities must be supported by the national government to play the intermediate level role effectively. The national level organization such as MUDL, IDLG KM and other urban planning relevant organizations, the sub-national level and the civil society level all together must come up with collaborative urban planning mechanisms that can ensure the key principles of master planning. From the analysis of case studies in Chapter 6, it is found out that the Soviet type top-down master plan making system did not work as planned. But, the three tiers of government must try to achieve better coordination between different layers of planning. Second, the national government tier particularly MUDL and IDLG in collaboration with sub-national government tier must support and strengthen the integration of master plan making horizontally; for example, by introducing a mechanism in the institutional framework that city level master plans must be prepared in consultation and collaboration of civil society tier. At present, only UNHABITAT practices the method of SMAP (Strategic Municipal Action Planning) and SNAP (Strategic District Action Planning), which are based on consultation with civil society tier. However, the method practiced by UNHABITAT is not coordinated well with the National and sub-national government tiers and it is

only focused on some small-scale projects. Lastly, MULD, IDLG and relevant municipalities should not consider master planning the only city development tool. The government must come up with some alternative urban development tools such as SMAP and SNAP that are being practiced by UNHABITAT for small scale project, which must be used for large scale strategic plans. In addition, there are some other tools such as urban redevelopment and land readjustment methods that can be used both for urban planning and implementation. From the analysis it was found out that the responsible planning agencies with cooperation of international agencies prepared master plans, but the next layers of plans were not developed, which made it difficult for municipalities to issue construction permits. That is why, most of the municipal areas in the capital city and provinces developed informally. So, the government must prepare all the necessary layers of master plans to pave the path for successful implementation of the master plans.

8.1.2 Process of Master Plans Preparation

Collaborative/participatory preparation of master plans carries important significance and benefits that directly affect residents' daily life. The collaborative/participatory decision-making efforts during preparation of master plans result in generation of more practical, realistic and implementable master plans, because during the preparation process of master plans some key values are taken into account such as consideration of lay knowledge and diverse opinions of civil society in order to prevent social exclusion, consideration of supporting sub-national government tier to play intermediate role effectively, etc. Since Afghanistan urban planning is in a transitional phase and it is transforming from a centralized system to a decentralized and more of a market oriented urban planning system, which definitely requires collaboration and

participation of all affected and involved stakeholders at all planning levels. The government of Afghanistan must initiate the following extensive formations in the preparation process of master plans. First, MUDL in collaboration with relevant stakeholders in the field of urban planning must enact the type of national urban planning laws, where collaboration and participation of national and sub-national government with civil society in preparation of master plan and its subsequent plans must be required. The degree of collaboration and participation of all tiers such as national government, sub-national government and civil society must be clearly specified by the laws in all layers of master planning.

Second, MUDL in collaboration with relevant stakeholders in the field of urban planning on national level and sub-national government must institutionalize mechanisms that not only educate and inform the civil society tier about the core values of collaboration and participation in preparation process of master planning, but also provide opportunities for the civil society groups to easily and willingly participate in decision-making process that directly affect their daily lives. Finally, in Chapter 6, from the review of four case studies it was revealed that the transferring process of international urban planning did not work well in Afghanistan for many reasons such as, lack of knowledge of international actors about the ground realities of Afghan cities, knowing not enough about the institutional structure and relationship of involved governmental agencies, knowing little about the social and cultural values of Afghan society and the international actors did not incorporate the lay knowledge of civil society groups in most of their plans and in most of the cases, master plans for some cities in Afghanistan were prepared in foreign countries. So, it was very likely that such master plans would be implemented successfully. And, in order to reform the current transferring process of international urban planning, the government of

Afghanistan must institutionalize mechanisms to channel the diverse planning efforts of international actors towards a right direction. Meaning that, the resources and professional knowledge of international actors must be used effectively for formation of a collaborative/participatory urban planning system that best suits Afghanistan.

8.1.3 Urban Planning Education

From the historical review of Afghanistan's urban planning institution in Chapter 4 and analysis of master plan case studies in Chapter 6, it is revealed that urban planning and master plan preparation has mostly been done by foreign countries or master planning preparation methods have been directly affected by presence of foreign countries and their methods that backed Afghanistan governments. Such phenomena have led to two major issues in the planning education of Afghanistan. First, the country does not have enough institutional capacity to understand, analyze and prepare master plans. Second, the country lacks higher education system that can educate and present professional urban planners who would structure and lead the urban planning system of Afghanistan. Referring back to the history of urban planning education in Afghanistan, urban planning has always been a subfield of Architecture during the communism backed regime until 1992. After the fall of communism backed regime, similarly urban planning continued as the subfield of Architecture until 2018. And, very recently the Ministry of Higher Education decided to establish faculty of urban planning that could teach master plan preparation and related disciplines. However, by establishing faculty of urban planning, the government of Afghanistan may only educate and present some new urban planning specialist to the society, but the government cannot structure a strong collaborative urban planning system. That is why,

the government must enlarge the education sphere of urban planning that could embrace a wider group such as the national government, sub-national government and civil society tiers. In addition, special capacity development program must be organized for the official staff who are running the current urban planning system of the country. Also, the government must not ignore both the lay knowledge of civil society and the professional knowledge of international actors who support urban planning in Afghanistan. The government of Afghanistan must use both the lay knowledge of civil society and the professional knowledge of international actors in a way to make urban planning education system more practical and realistic.

8.1.4 Urban Planning Technical Support by International Donors

Contribution of international donor community to Afghanistan's urban planning and development will continue for many years to come till the country's urban planning and development system is enriched. However, experience gained from the preparation of the previous master plans for various cities in Afghanistan by the technical support of donors, allows one to make the following recommendations for more efficient and effective technical support of donors.

The result of this study indicates that various international donors are significantly involved in the urban planning, development and master plan making efforts of the government of Afghanistan. However, the involvement of donor is not happening in a coordinated and harmonized manner. Involved donors have their differing agendas and policies while supporting the urban planning system of Afghanistan. That is why their efforts were not efficient and effective enough in supporting a collaborative urban planning system in Afghanistan.

For international donor community, in order to achieve successful and effective result,

donors should come together and support the government of Afghanistan through a coordinated and harmonized manner. There should be improved coordination of technical support proposals among donors and donors' contacts through improved strategies, policies, procedures, systems, more transparency on master plan making, implementation of development projects and greater engagement among donors' focal points (National government and Sub-National Government) and donors' relations unit (International Consulting Technical Companies) to achieve more coordinated proposals and contacts with donors.

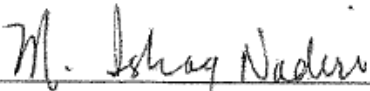
The donor's relations unit that are international consulting technical companies should avoid excessive influence in setting priorities. If the priority setting process within the master plan making is truly based on the cultural and social conditions and coordinated demands of three main tiers such as national government, sub-national and civil society. And, the demand must be expressed by the three tiers themselves collaboratively and negotiated between those tiers, while the donor's relations unit shall facilitate the process of collaborative master planning making with their technical experience and knowledge of collaborative urban planning. In addition, the foreign urban planning and development tools that are introduced by international donors' relations units shall be customized in cooperation of national government, sub-national government, civil society and international donors' relations units to be applicable to the social and cultural condition of Afghanistan.

Appendix A

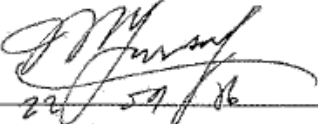
SCOPE OF WORK
FOR
THE DEVELOPMENT
OF THE MASTER PLAN FOR KABUL METROPOLITAN AREA
IN
THE ISLAMIC REPUBLIC OF AFGHANISTAN

AGREED UPON BETWEEN
INDEPENDENT BOARD OF NEW KABUL CITY DEVELOPMENT
AND
MINISTRY OF URBAN DEVELOPMENT
AND
JAPAN INTERNATIONAL COOPERATION AGENCY

KABUL, December 13th, 2007


H.E. Prof. Mohammad Ishtaq Nadiri,
Chairperson
Independent Board of New Kabul City
Development


Mr. Masataka NAKAHARA
Resident Representative
Afghanistan Office
Japan International Cooperation Agency


H.E. Mohammad Yousaf Pashtun
Minister for Urban Development
Islamic Republic of Afghanistan

I INTRODUCTION

In response to the request of the Government of the Islamic Republic of Afghanistan (hereinafter referred to as "the GOA"), for technical cooperation in the Preparation of Master Plans for Old and New Kabul (Dehsabz), the Government of Japan (hereinafter referred to as "the GOJ") decided to conduct the Development of Master plan for Kabul Metropolitan Area (hereinafter referred to as "DMP"), in accordance with the relevant laws and regulations in force in Japan.

Accordingly, the Japan International Cooperation Agency (hereinafter referred to as "JICA"), the official agency responsible for the implementation of the technical cooperation programs of the GOJ, will conduct the DMP in close cooperation with the authorities concerned of the GOA.

On the part of GOA, the Independent Board of New Kabul City Development (hereinafter referred to as "Board") and Ministry of Urban Development (hereinafter referred to as "MoUD") shall act as the representatives of counterpart agencies to the Japanese DMP team and also as the coordinating body in relation with other concerned government and non-governmental organizations for the smooth implementation of the DMP.

II OBJECTIVES OF THE DMP

The objectives of the DMP are as follows :

1. the preparation of the urban development master plan for Kabul Metropolitan Area for 2025
2. the preparation of the implementation plan in short (2015), medium (2020) and long terms (2025).
3. the recommendation of the administrative system for the master plan

III DMP AREA

- 1.. The planning area shall cover Kabul Metropolitan Area
2. The DMP survey area shall cover the Kabul Metropolitan Area as well as the adjoining regions with approximately 70 (seventy) km in radius from the city's centre shown in Attachment.

IV SCOPE OF Works

Generally:

In order to achieve the objectives mentioned above, the DMP will cover following items. The JICA DMP team will take necessary technical transfer on urban planning to counterpart officials.

1. Performance of Survey and Review

(1) To review and build on the following key documents and items:

- Inception Report for Preparation of Development Plan for (existing) Kabul
- Future Development Plan of Existing Kabul

- the draft Urban Sector Strategy of Afghanistan
- Conceptual Design, its model and Financial Projection for the Development of New Kabul City (Dehsabz)
- JICA Study on Kabul Metropolitan Area Urban Development (Project Formulation Study)
- All relevant water studies for Kabul metropolitan area

- (2) In addition to the above, review all other relevant existing urban development plan and projects
- (3) To collect, rationalize and if needed be, scientifically estimate the basic data necessary for urban planning (population structure and distribution, refugee, economic structure, existing land use, existing urban facilities, housing condition, environment condition, existing traffic congestion, water resource etc.) not covered by the above mentioned documents.
- (4) to review and analyze the institutional bodies and their capacities as urban development administration.

2. Basis of the DMP

(1) Population, Economic and Social Condition

- a) To analyze and estimate the future population, social and economic factor
- b) To finalize the framework of population, economic and social factors until 2025

(2) Land use, urban facilities and infrastructure

- a) To analyze existing and estimate the future demand for land and urban facilities (road, water, energy, electricity, park, public facilities etc.)
- b) Specifically, to examine the water resources and water supply facilities for Kabul Metropolitan area
- c) To finalize the concept of land use and urban facilities development

3. Production of urban development master plans for 2025

- (1) To prepare the urban development master plans for 2025
- (2) To list the necessary projects for the master plans
- (3) To estimate preliminary cost for urban development projects
- (4) To assess social, economic and environmental impact

4. Implementation plan

- (1) To identify the priority projects to be implemented in short term (until 2015), medium term (until 2020) and long term (until 2025)
- (2) To formulate the implementation plan which include phasing, project design, schedule, implementing organization and cost

5. Administrative system

To recommend the administrative system(s) for smooth implementation of master plans and promoting the private investments for urban development

M11)

V. SCHEDULE

The DMP will be carried out within eighteen (18) months period in accordance with the following [priorities] and tentative schedule. The schedule, including report submission dates stated in the next clause, is tentative and

subject to be modified when both sides agree upon and any necessity arises in the course of the undertaking.

Tentative Schedule:

Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Work in Afghanistan																			
Work in Japan	<input type="checkbox"/>					<input type="checkbox"/>				<input type="checkbox"/>								<input type="checkbox"/>	
Report	▲					▲				▲						Draft	▲		▲
	Inception					Progress				Interim						Final		Final	
	Report					Report				Report						Report		Report	

VI. REPORTS

JICA will prepare and submit the following reports in English and Dari.

1. Inception Report
Twenty (20) copies at the commencement of the DMP.
2. Progress Report
Twenty (20) copies within six (6) months after the commencement of the DMP.
3. Interim Report
Twenty (20) copies within twelve (12) months after the commencement of the DMP.
4. Draft Final Report
Twenty (20) copies within sixteen (16) months after the commencement of the DMP.
The written comments on the Draft Final Report from the Board and MoUD shall be submitted to JICA within one (1) month after submission of the report.
5. Final Report
Twenty (20) copies within one (1) month after the receipt of the comments from the Afghan side.

VII. RESPONSIBILITIES OF THE GOA

1. To facilitate the smooth conduct of the DMP, the GOA shall take the following necessary measures:
 - 1) To secure the safety of the JICA Team;
 - 2) To permit the members of the JICA Team to enter, leave and sojourn in Afghanistan for the duration of their assignments therein and exempt them from foreign registration requirements and consular fees.
 - 3) To exempt the members of the JICA Team from taxes, duties and any other charges on equipment, machinery and other material brought into Afghanistan for the implementation of the DMP.
 - 4) To exempt the members of the JICA Team from income tax and charges of any kind imposed on or in connection with any emoluments or allowance paid to the members of the Team for their service in connection with the implementation of the DMP.

[Handwritten signature]

- 5) To provide necessary facilities to the JICA Team for the remittances as well as utilization of the funds introduced into Afghanistan from Japan in connection with the implementation of the DMP; and
 - 6) To secure permission for the JICA Team to take all data related to the DMP out of Afghanistan;
2. Based on Technical Cooperation Agreement between GOJ and GOA, the GOA shall bear claims, if any arises, against the members of the JICA Team resulting from, occurring in the course of, or otherwise connected with, the discharge of their duties in the implementation of the DMP, except when such claims arise from gross negligence or willful misconduct on the part of the members of the JICA Team.
 3. The Board and MoUD shall act as counterpart agencies to the JICA Team and also as coordinating bodies in relation with other governmental and non-governmental organizations concerned for the smooth implementation of the DMP.
 4. The GOA shall, at its own expense, provide the JICA Team with the following:
 - 1) available data and information related to the DMP;
 - 2) security-related information on as well as measures to ensure the safety of the JICA Team;
 - 3) information on as well as support in obtaining medical services;
 - 4) counterpart personnel based on merit;
 - 5) suitable office space with necessary office equipment and furniture;
 - 6) credentials or identification cards;

Note: The Board and MoUD shall have cooperation with other organizations concerned for above 1), 2) and 3).

VIII RESPONSIBILITIES OF JICA

For the implementation of the DMP, JICA shall take the following measures:

- 1) To dispatch, at its own expense, members of its Team to Afghanistan; and
- 2) To pursue technology transfer to Afghanistan counterpart personnel in the course of the DMP.

IX. OTHERS

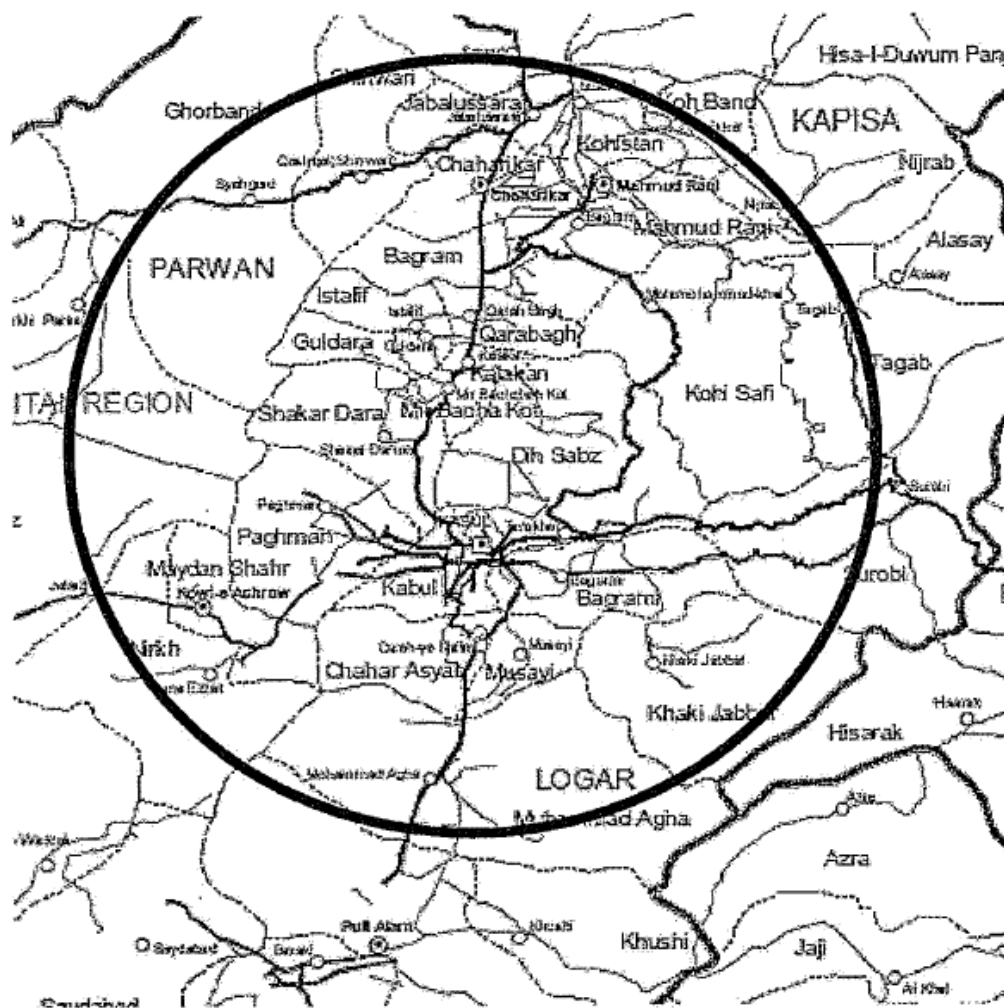
- 1) JICA and GOA shall consult with each other in respect of any matter that may arise from or in connection with the DMP.

Attachment : Study area.

M(1)

A handwritten signature, possibly 'M(1)', is written above the page number. Below it, there are initials that appear to be 'P2'.

Study Area




Study Area

7 MB 22

MIN

Appendix B




د افغانستان اسلامي جمهوریت
د ښار جوړولو چارو وزارت

جمهوری اسلامی افغانستان
وزارت امور شهر سازی

Islamic Republic of Afghanistan
Ministry of Urban Development Affairs

2141



معینیت امور شهر سازی
ریاست امور شهر سازی
آمریت اجراییه

۱۳۹۲/۱۰/۸

۴۴۹۷-۴۴۹۹
ع

به مقام محترم ولایت قندهار!

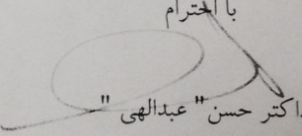
از آنجائیکه وزارت امور شهر سازی به اساس فرمان شماره (۴۵) مورخ ۱۳۹۲/۵/۵ مقام عالی ریاست ج. ا. و بر اساس مکلفیت های وظیفوی خویش و صراحت ماده پنجم قانون شاروالیها و ماده هشتم بند های ۱۵ و ۲ مقرر تنظیم اجراءات و فعالیت های وزارت امور شهر سازی تهیه ماسترپلان قندهار را رویدست گرفت .

به استناد حکم فوق بعد از چندین مرتبه جلسات مشورتی با ارگانهای داخلی و بین المللی تدوین و بعد از طی مراحل اصولی و تأیید شورای عالی شهر سازی افغانستان و همچنین مصوبه شماره (۱۹) مورخ ۹۱/۸/۳۰ کمیته اقتصادی شورای وزیران و مصوبه فوق العاده شماره (۹) مورخ ۹۲/۲/۲۶ شورای محترم وزیران مورد تأیید قرار گرفت.

اینک بعد از منظوری جلالتماب رئیس جمهوری اسلامی افغانستان طی حکم شماره () مورخ / / که ذریعه مکتوب شماره () مورخ ۹۲/۸/۲۲ ریاست عمومی اداره امور و دارالانشأ شورای وزیران جمهوری ا. ا. به این وزارت مواصلت ورزیده که بعد از قیدیت اصل آن در آرشیف این وزارت یک کپی آن رسماً جهت تطبیق به شاروالی محترم ضمیمه هذا ارسال می گردد.

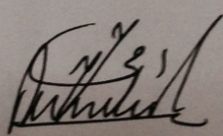
وزارت امور شهر سازی با اغتنام از فرصت بعد از تجدید احترامات فایقه توفیق تطبیق موفقانه ماسترپلان شهر (قندهار) را در طول ۱۵ سال آینده به شاروالی خواهان است و در راستای تطبیق آن این وزارت در همکاری با شاروالی (قندهار) از هیچگونه تلاش دریغ نخواهد ورزید

با احترام



داکتر حسن "عبدالهی"

وزیر امور شهر سازی



کلی به شاروالی محترم (قندهار)

Appendix C



جمهوری اسلامی افغانستان

بورد مستقل انگشــاف شهر جدید کابل

اداره انگشاف شهر جدید کابل (دهسبز و باریک آب)

ریاست دفتر



Proj.-Code	Location	Phase / Program / Parcel / Division / Dept / Sub Dept	Document / Sub Document / Reference / Revision
APG/KBL/KNC	D/B	Ph1-3/Pg1-7/ /OC	OL/OL/(DCDA/ /2014/000)/xxx

☐ عادی
☒ اولویت
☒ عاجل
☐ محرمیت

276
 335
 نمبر:

تاریخ: 1393/06/05

موضوع: جلوگیری از انگشاف شهرک های خودسر و غیر پلانی در ساحات تحت ماستریلان شهر جدید کابل و تداخل وظیفوی ارگان های دولتی در این راستا

به اداره محترم امور و دارا لانهای شورای وزیران ج.ا.ا!

اخیراً اطلاع حاصل نمودیم که وزارت محترم امور شهر سازی بر خلاف مصوبات شورای عالی وزیران و فرامین مقام عالی ریاست جمهوری اسلامی افغانستان، دو شهرک را تحت نام شهرکهای محمدیه و مهدیه در ساحه ده سبز که تحت ماستریلان شهر جدید کابل قرار دارد، بدون در جریان گذاشتن اداره انگشاف شهر جدید کابل ویژه نموده و طی مکتوب شماره 1381/ 797 مؤرخ 1393/05/14 به استناد فیصله جلسه مؤرخ 1393/04/14 کمیسیون ویژه پلانهای شهری آنوزارت محترم در مغایرت کامل با ماستریلان شهر جدید کابل و نقض صریح قوانین و فیصله های دولت ج.ا.ا (احکام و مصوبات) به شاروالی محترم کابل رسماً اجازه آغاز کار شهرکهای مذکور را اصدار نموده و صاحبان شهرک های متذکره به پیش و نشر پلان های ویژه شده خویش پرداخته و به فروش غیر قانونی نمرات در ساحات دهسبز ادامه می دهند.

قابل تذکر است که نقل از مکتوب متذکره که طی آن جواز اجازه فعالیت شهرک های مذکور اصدار یافته است، باوجودیکه اداره انگشاف شهر جدید کابل در کاپی مذکور گنجانیده شده است اما هیچ گاه به این اداره رسماً مواصلت نورزیده و اداره به هیچ صورت با محتویات آن موافقه ندارد، بطور تصادف از یک رهنمای معاملات در ده سبز که نمرات شهرک های محمدیه و مهدیه را عملاً به فروش می رساند بدستری این اداره قرار گرفت. کاپی مکتوب متذکره با تصاویر استناداً جهت معلومات مزید ضمیمه این مکتوب ارسال است.

بورد مستقل و اداره انگشاف شهر جدید کابل منحنیت یکانه مرجع مسؤل طرح و تطبیق ماستر پلان شهر جدید کابل که بر اساس حکم شماره 32 مؤرخ 1385/1/8 مقام عالی ریاست جمهوری ایجاد گردیده و وظیفه اساسی آن، طرح و تطبیق مؤثر و سالم ماستر پلان شهر جدید کابل منحنیت یک پروژه واحد و غیر قابل تجزیه بوده که امور مربوط به آن از طریق بورد مستقل رهبری میگردد.

فراغوش نکرده که تطبیق پروژه شهر جدید کابل منحنیت یک پروژه بزرگ ملی و معیاری، مستلزم سازماندهی سالم، انسجام بهتر و رعایت تمام شاخص های ماستر پلان از طرف تمام ادارات و وزارتها بوده و ایجاب مینماید تا این پروژه بزرگ ملی در یک بافت منطقی و هماهنگ بانمام شاخص های پلانی آن در ساحه تطبیق و عملی گردد. اما با تأسف قسمیکه دیده میشود وزارت امور شهر سازی، خلاف تمام احکام و فرامین مقام عالی ریاست جمهوری، فیصله های شورای محترم وزیران، کمیته محترم اقتصادی شورای وزیران و معیار های قبول شده ماستر پلان شهر جدید کابل به تداخل وظیفوی خویش ادامه داده و موجبات ایجاد محله های خودسر و غیرقانونی را در نفس شهر معیاری جدید کابل مهیا می سازد.

این در حالیکه که شهرک های متذکره هیچگونه طی مراحل قانونی را مطابق به طرز العمل های تصویب شده بورد مستقل انگشاف شهر جدید کابل انجام نداده و توزیع نمرات بطور خودسر ضربه جبران ناپذیری را بر اقتصاد ملی مردم عوام - خریداران آن نمرات - وارد می نماید. این امر در نفس خویش باعث ایجاد محله های غیر قانونی خودسر گردیده که با گذشت هر روز، زمینه تطبیق ماستریلان شهر جدید کابل را به بن بست مواجه می سازد. اداره انگشاف شهر جدید کابل از بدو آغاز تأسیس تاکنون توانسته است تا با توصل به تمامی امکانات دست داشته خویش، جلو غصب زمین ها را در ساحات تحت ماستریلان شهر جدید کابل گرفته و موجبات عملی تطبیق ماستریلان را مهیا سازد. در حالیکه اگر اینگونه تداخل وظیفوی از سوی ارگان های دولتی ادامه یافته، زمین ها بدون در نظر داشت طی مراحل قانونی و تثبیت ملکیت، به شهرک ها مبدل گردیده و توزیع نمرات آن از سوی صاحبان احتمالی این زمین ها آغاز یابد، بر شفافیت پروسه تطبیق ماستریلان شهر جدید کابل لطمه وارد نموده و تطبیق آن به بن بست مواجه می گردد.

اداره انگشاف شهر جدید کابل (دهسبز و باریک آب) | قلعه فتح الله خان، سرک نمبر 6، خانه نمبر 4، ناحیه دهم | کابل، افغانستان

Qala-e-Fatehullah Khan, Street # 6, House # 4, 10th precinct | Kabul, Afghanistan | Ph: +93 (0) 75 2035153

www.dcd.gov.af | www.facebook.com/ms.dcd | www.twitter.com/KNC_DCDA

۲۷۴۱
 ۹۲/۹/۱۰

Appendix D

Date of Interview: 01/09/2015

Organization: RECS/JICA

Interviewee: Dr. Hashimoto

Q1. Why MUDL has agreed with KM to make another new master Plan for Kabul city by technical and financial support of JICA, besides having made a new master plan through the support of WB by an Indian consulting company?

A1. I don't know actually. We did not commit ourselves to preparing for Kabul city master plan alone. Actually, it is Kabul city metropolitan area. It is not purely city planning, it is between city planning and regional planning. And the reason why JICA decided to take this up was that Madam Ogata received a pledge directly from the minister of MUDL Mr. Pashtoon, so that was the beginning. And from the beginning it was Kabul Metropolitan area. Actually, what Mr. Pashtoon requested and made a pledge to Madam Ogata JICA's president was that he wanted to promote Kabul New City and JICA and actually Japanese ministry of foreign affairs hesitated to respond in a straight forward way, because it is a new city and there are issues with social and political environment. And they did not want to be fooled by other donors and other international communities, so instead of focusing on Kabul New City they decided to take a broad view and take up Kabul metropolitan area and originally, they said that Kabul New city is an option to be considered. So, it is a broad regional development Planning study that JICA decides to undertake. And I was involved in the first stage which was the project foundation mission and realized that Kabul New City is indeed

necessary, so I made a positive recommendation to JICA and JICA decided to take full scale development study for Kabul Metropolitan area covering existing city and Kabul New city as well.

I don't know how Indian Master Plan was received by MUDL, but there were three players MUDL, KM and DCDA. And whatever was done by MUDL initiative, KM was not accepted and whatever was decided by KM initiative was not accepted by MUDL, so that is the relationship. Since the Indian master plan was prepared by MUDL initiative, KM did not accept it to put it in the simple way. And when we decided to undertake Kabul Metropolitan Area business, JICA made it sure that all the three players would be involved. So that there will one authentic master plan covering the existing city and Kabul New City. As soon as started looking at the Kabul city plan, I realized that Indian Master plan was defective. Typically, the infrastructure plan, especially the water supply master plan was unrealistic. They projected Kabul city population 8 to 9 million in certain period of time and the calculated water demand. Then they calculated the number of well that they will have to dig to extract the projected amount of water assuming that there is an infinite amount of water. In fact they did not plan the future water supply system based on hydrological analysis of Kabul basin. So, there is no grantee even if we increase the number of wells, there be increase in the ground water level, which was the fundamental defect. Kabul city is sitting on Kabul Basin, surrounded by mountains. Kabul city has seven lungs to breathe that are separated by hills. Kabul city has been developed on Kabul basin and I expressed that Kabul city is sort of floating on aquifers or sitting on ground water and that is how Kabul city has developed its desert area. We also calculated water flow in Kabul River and based on water endowment analysis including both service water and ground water, we realized that there is up around population that total endowment

can support. That was the fundamental difference of Indian master plan and JICA master plan.

As far as land area in Kabul city is concerned, Kabul city area has plenty of land to accommodate 9 or 10 million people. That is not the point, you know I argue in one of the discussion papers that I prepared. I made a critic of World Bank mission that they were justifying that Kabul New City development is premature, because Kabul existing city still has land. This is totally irrelevant, yes it does have land but that is not the point, water is the main constrain factor. And according to the calculation of water endowment from the river and ground water, up abound of population seem to be more or less 5 million. So, the total project population is 8 to 9 million, then what can we do with the remaining 2 or 3 million. That is why we need a new city. That was our logic for preparing Kabul metropolitan area master plan.

Q2. Who were the main involved stakeholders in preparing Kabul metropolitan area master plan?

A2. The stakeholders involved in the master plan were three institutions such as MUDL, KM and DCDA directly. But as you know, when we say participatory planning, generally we would have to go down to the people who are living there. We tried to communicate with people in different parts of the city and also Kabul New City development area through KM district administration offices. And we had session in different districts to communicate with wide number of stakeholders including some residents. But such participatory planning approach is not institutionalized, but we just tried in a form of pilot scale. JICA as one of the stakeholders nominated our team, which is a joint venture of several Japanese companies and our team engaged some

local companies to undertake some surveys such as socio economical survey, water survey and environmental base site survey.

Q3. JICA as stakeholder, how much authority was JICA given by the government in decision making?

A3. JICA provided technical cooperation and JICA does not have authority to produce official planning documents of any recipient country. And whatever plans JICA helped to prepare that plans are not JICA's, so the ownership is not JICA's and in this case the ownership of plan is with MUDL, KM and DCDA. JICA was basically facilitating the collaboration among involved actors. Our team organized a working group involving related organizations and our team had regular meetings with them to make it a collaborative work as much as possible.

Q4. What issues did your team face in brining stakeholders to the table?

A4. For instance, Kabul New City development is necessary, different stakeholders express different opinions but we convinced all the stakeholders that developing the new city is necessary because of water constrain and then what will be the projected population in Kabul area, where the increased population will be located and these were discussed during the early stages of collaborative planning. The latest stage we also discussed about how to deal with large military area between Kabul city and New Kabul City and where the outer ring road should pass, should we make a detour of military zone, should we make the road go through the military zone area via a bridge, so such technical issues were discussed.

Q5. Why Dehsabz area was chosen as the location for Kabul New City?

A5. The location of Kabul new city was pre-selected. I think Minister Pashtoon and professor Naderi the chairman of DCDA board. Actually, I wanted to move the location farther away close to Panjshir river to solve the water issues and then develop from there and then develop toward Dehsabz area and I think that was the ideal solution but we had no choice.

Q6. How would you evaluate the collaboration of the involved stakeholders in the process?

A6. We did well and we did the best. But I think master plan for Kabul Metropolitan area that we helped to prepare belongs to MUDL and DCDA. But KM sort of stayed side away meaning not totally involved. DCDA is responsible for new city development so they consider the master plan prepared by JICA their plan and they said that the new city should be developed this way. But from KM point of view, Kabul city jurisdictions should be expanded to New city area and actually district 18 and 19 of existing city are already in the New city area and it could be further extended to the north so there is no new city it is just a part of Kabul existing city. That is KM's stance. I believe DCDA is a fuzzy organization it is not a legal organization and KM is a legal institution so actually what KM says makes sense.

Q7. Facts sharing, how much the Afghan governmental institutions were helpful in sharing facts needed for preparing the master plan?

A7. JICA team had many experts representing different aspects such transportation, water resources, social services and urban planning and environmental planning of course. So, in those individual experts of JICA worked closely with the related ministries to obtain data and learn their policies in order to reflect in the master plan. As said, we organized a staring committee and a technical working group to discuss on key issues occasionally. Staring committee met once in few months and technical working groups almost met weekly but this is working level not top level. At critical stage of master planning we convene seminars. At the beginning after we completed the analysis of the existing condition, we prepared the draft master plan. The last seminar for the draft master plan was chaired by the first voice president of the President Karzai. That is the way we got their attention and involvement.

Q8. How did you deal with inadequacy of data and information?

A8. This is inevitable in any country not only developing countries but also in most developed countries and most data is dubious and data from different sources never matches. For instance, we needed good quantitative analysis for water endowment of Kabul basin based on hydrological data from metrological office ground water data acquired from ministry of mines and so on. Although there are some margins of errors, as long as we can make some consistent analysis, we can come up with some realistic features but you can never be precise. We also struggled with population data numbers but last result is always official statistics although many people believe they are not precise. We some kind dealt with margins of error so whether the existing population in the current municipal area is 3.5 or 4 million actually doesn't matter. As you know we are talking about 20 years future and as long as we are grossly correct it is fine

anyway we cannot be precise.

DCDA did not want to disclose land ownership data. This understandable because it very sensitive data. If such data is available to other donor this would encourage land speculation.

Q9. Establishing common problem definitions, as there were many institutions involved, so how did you reach common problem definitions?

A9. When we prepared master plan of this sort, we made problem structure analysis. We invited all the stakeholders and asked them to enumerate all the problems in an open way using the PCM (Project Cycle Management) method. Through the PCM we sorted out common problems, common data and analyze cause and relationship and we constructed problems structure and based on that we identified most important problems that should be addressed by plan development and those problems at the bottom of many alternative problems. That was all undertaken by participatory approach not only by experts. By the time they constructed the structure most stakeholders have the common understanding of serious problems.

Q10. Reaching agreement, how the involved stakeholders reached the final agreement and were the decisions based on consensus of stakeholders and what were the challenges while reaching the agreements?

A10. When we did the problem analysis with stakeholders and structuring them to identify most serious problems to be addressed by plan development fundamental problems and at the bottom many alternative problems. This process is done mainly

by experts and the results are included in the formal first interior report and we explained it in the first interior report including how we analyze the problems and how we define development objectives and basic strategy. Then we ask for comments. And based on the received comments of stakeholders we modify the development objectives and basic strategy. And the next final report is the modified version, which is then explained to them and asks them for further comments and included new comments in the report. The final expression belongs to us. Since we follow this procedure so from their reaction from the final expression, I think most the involved stakeholders were satisfied.

Appendix E

Date of Interview: 24/05/2014

Organization: Ministry of Urban Development Affairs (MUDL)

Interviewees: Chief Planning Advisors (Mr. Sher Agha & Mr. Zemarai)

Q1. How does MUDL initiate the preparation of Master Plans? What is the general procedure?

A1: The master plans that have been made in the recent past and especially the latest five master plans that we have been made are generally based on the following procedures: In order to prepare five master plans for the major provincial cities of Afghanistan including Kandahar City, a meeting was convened by the higher authority of MUDL where deputy ministers, planning advisors and urban planners of MUDL participated, it was discussed that the master plans should be prepared based on the ANDS. In the meeting we talked about incorporating ANDS in the preparation process of the master plans and we decided that first of all when MUDL will decide to make a plan for a provincial city, the ministry will discuss the issue of preparing the master plan with the related municipality of the provincial city and they together will decide the territory and area of the new master plan, time frame of developing the master plan that is usually within 20-25 years and the future population of the new city within the proposed time frame in the selected territory. In the second stage MUDL will prepare the draft version of the master plan for the proposed provincial city. After the draft is completed, in the third stage MUDL's expert planners will go to provincial municipality and give a detailed presentation about the new city to the involved stakeholders who are all the formal and informal institutions and residents of the

selected municipality. During the presentation of the master plans all the parties and stakeholders will express their opinions about the presented draft of master plan that includes land related issues, current and future problems and propose changes in the presented draft. In the fourth stage which is after the Q & A session, the draft will be taken back to MUDL and most of the opinions of stakeholders will be reflected in the master plans. In the fifth stage, the revised draft will be again presented and discussed with the involved stakeholders in the provincial municipality. In the sixth stage, MUDL for the second time will reflect the opinions of the stakeholders in the revised draft and make a final version of master plan, which is then presented to the presidential office. From the presidential office the master plans will be referred to the council of ministers and within the council of minister there is also an economic analysis committee, the master plan is being presented there before all the ministers. After the presentation to the council of the ministers, the master plan will be sent back to the presidential office for the approval. Once the master plan is approved by the presidential office, the planners' team will make a detailed presentation of master plan through a media conference in the provincial city where the governor, departments of related ministers and municipality are present. And master plan will be given to municipality and the municipality implements the master plan under the supervision of MUDL. Basically, the municipality is the owner of the master plan and MUDL acts as a supervisor. As master plans need to be followed by detail plans, and in most of the cases the provincial municipalities do not have the capacity to prepare the detail plans that is why MUDL also prepare the detail plans. In some cases, when the detail plans are made by the provincial municipality, they should be approved by MUDL then. Many important points about the procedure of preparing the master plans based on ANDS were discussed in the meeting, but that was the only meeting. There were no

other follow up meetings with urban planning department and because of some institutional, political, financial, security and social issues we were not able to make the plans as discussed. Eventually, the plans were prepared by MUDL in cooperation with IDLG and sometimes some issues were discussed with some municipalities' officials. The master plans were then approved by the council of ministers and the president's office.

Q2. How much are the opinions of the public valued in terms of problem definition and decision making on certain issues that they propose or oppose?

A2. In most of the cases everything is decided by the central government or I should say by MUDL, but it doesn't mean that the decisions of MUDL are purely based on the opinions of high-ranking officials or planning experts of MUDL. We definitely value and incorporate the opinions of the public and other involved stakeholders in preparing the master plans. However, it depends on the practicality and rationality of their opinions. We do listen to the issues they raise, which are then evaluated. In case the issues they raised are rational, they can possibly change our decision and if their claims and opinions are not rational and practical, they will not have any effects on our decision making. Besides, MUDL will explain to them that why some certain opinions or claims are rational and practical and why some are not, so the public can finally accept the decision made by MUDL. But, while preparing the five master plans for the major cities of Afghanistan in 2010, the security situation was not good in the provincial cities and our planning team could not visit the master plan sites as much as it was needed and we could not meet with representative of the public regularly.

Q3. Since 1960s, how have the urban planning procedures changed?

A3. From 1960 till 1992, urban planning and all the related decision were made by the central government or we can say by a single urban planning institution that was given the authority by the central government of Afghanistan. The central government did not have a specific institutional framework in form of urban plan law. However, during that period, the responsible planning institution was the only authorized institution that prepared city level master plans, structure plans and details plans for all the provincial municipalities based on the processes, which were imported from USSR. In addition, the central planning institution was the only authorized urban planning institution to prepare the implementation regulations and strategies for the physical implementation of the master plans. And, from 1992 till 2001, urban planning operations were totally suspended or stopped because of the civil war in most regions of Afghanistan. And from 2001 till now the procedure of urban planning and making master plans is as explained in answer to the first question (Q1). I want to add that compared to 1960s urban planning in the current situation has changed in some ways and remained intact in the others. For instance, in the present situation the government of Afghanistan has established many new institutions that are involved in urban planning, and has given them the decision-making authority and the private sector is directly involved in planning and developing private townships. But as mentioned earlier, during 1960s most of the urban planning decisions were made by a single urban planning institution. However, in the current situation what remains unchanged is some independent institutions still follow the exact path of decision making that was followed in the past, meaning that they are too biased in their decision making.

Q4. What formal institutional framework is in place based on which the master plans are prepared and developed?

A4. The procedure that is explained in answer to Q1 is actually handled without any institutional framework, meaning that currently MUDL does not have an urban planning law that can itemize the necessary functions and activities, which play important roles in the operation of urban planning. The absence of urban planning law has also made it extremely challenging to understand the role of various stakeholders and their authority of decision making on certain issues in different stages of preparing and implementing the master plans. The current urban planning institutions carry out urban planning activities based on variety of rules and regulations studied by planners in different countries. For example, there are some planning experts who have studied in Germany and some in Russia and some in other countries, so they use their acquired planning knowledge as needed without any formal institutional framework in place. However, the central government of Afghanistan has developed some general policies, which are used by the involved urban planning institutions for preparing and implementing the master plans such as ANDS (Afghanistan National Development Strategy). Besides, currently MUDL is working on drafting a new urban planning law that will help us reduce the above-mentioned challenges. Basically, there two points I would like to mention about urban planning in Afghanistan. First, if we see urban planning from theoretical or plan making point of view, I think we will find that we do not face many challenges. With the help of Afghanistan urban planning institutions and some international experts we can prepare some very colorful and beautiful master plans. I believe in Afghanistan the process of making master plan does not have that many problems. Second, if we see urban planning from implementation point view,

there we face numerous complicated hurdles that are not easy to deal with. It always happens that the prepared master plans are not implemented. There are numerous reasons behind why the master plans are not implemented as they are planned. First, MUDL and the implementing municipality do not have professional capacity to implement the master plan as required. Second, the master is not only a few pages of report or some colorful drawing of future development drawn in some lines, but a master plan is most importantly about how it should be implemented, how it should be financed and how the public facilities should be built. Both MUDL and municipalities do not have financial capacities to allocate enough financial resources to implement the master plans as planned. Eventually the prepared plans are left under a layer of dust in MUDL and municipalities' cabinets and the cities start growing in an unplanned manner. After the establishment of the new regime in 2001, the central government of Afghanistan provided the private sector, the public and INGOs the opportunity to participate in urban planning related issues. This particular opportunity was misused by some warlords and many sorts of interferences have appeared in the urban planning activities of Afghanistan, so the role of government became very weak. Kabul city is a clear example of the mentioned urban planning issues which also projects the picture of urban planning of all other cities of Afghanistan. Within Kabul master plan territory there are areas where master plan is only 10% implemented and the rest of the 90% is developed in an unplanned manner. Currently 70% of Kabul city has developed in unplanned manner. There are some areas within Kabul city boundary where some warlords have planned and implemented private townships. On the other hand, Kabul Municipality continues making some short-term detail plans, but it does not have the financial capacity to implement the prepared detail plan within the designated period of time. That is why the areas, which have detailed plans, remain vacant for a long

period of time. Since there is a high demand of development in big cities, such areas are bought either by private sector or some people who have connections with high ranking officials and plan them as they like. The private sector or the warlords use their personal connections for the approval of plans, which are being implemented the way they like. To conclude, I believe Afghanistan has few problems in terms of making master plans, but it does have many problems in terms of implementing the master plans. As earlier mentioned by my fellow that we have recently prepared master plans for five cities, which are Kandahar, Jalalabad, Mazar-e-sharif, Herat and Kunduz, however, the government of Afghanistan did not have any financial resources to prepare and implement even one of the five master plans. While preparing the master plans for the five big cities of Afghanistan, I was chosen the chief urban planner and was given me the responsibility of prepare a master plan for Jalalabad City, similarly, four other chief urban planner were chosen to handle the urban planning of the other four cities. However, MUDL did not have any institutional framework and financial resource in hand to back the preparation master plans for the chosen cities and yet we were given the responsibility of complete the task. One of our fellow chief planner had studied and researched about Kandahar city for over 30 years, so using his past experience, studying the past master plans of Kandahar city, collected some required data and went to the site a couple of times and finally completed the master plan. Similarly, I had a long experience studying and researching about Jalalabad City, I had access to old master plans from the archive, surveyed the city area a few times, used some Google map images, asked public's opinion and tried to reflect their opinions in the master plan considering their current problems and considered national interested in the plan. The preparation of all the five plans was completed besides the limitation of financial resources, but now what we were thinking how the five master plans

should be implemented. It took us one year to prepare the master plans for five cities and the approval of the five master plans from the presidential office took us another one year. As mentioned earlier, since the government did not have enough financial resources, for about three years the municipalities in the five mentioned cities haven't yet even started smallest projects, which should be based on prepared master plans. If we calculate the time period of the master plan, it means the municipalities have not done anything regarding the implementation of the master in complete five years. That also means there are many changes that have appeared during these last five years in the mentioned cities. In addition, it is also very clear that the implantation of the master plan itself cannot be done fast, let's say in the next five years they will be able to complete about 20% of plan, so that means in the predicted period for the master plans only a small percentage would be possible to be implemented because of the mentioned problems. Also, the problems that big cities have faced since the establishment of new government in 2001 are very unique in their nature. After 2001, most big cities have faced a sudden influx of internally displace people and refugees because they could access jobs' market and have relatively secure life compared to other areas of the country. As a result, such sudden issues triggered higher demand for development, but municipalities in big cities were not financially able to respond the unexpected increasing demand of the development. It can be said that these are the main problems that the cities still continue growing in unplanned manner.

In terms of preparing the master plans there are also some key problems and issues that I would like to tell you about. One of the most challenging problems is the absence of a formal and transparent institutional framework as pointed out previously. When my department or any other chief planner's department is given the responsibility to prepare a master plan, it is always very difficult for us as planners or as a single

department to bring together the key stakeholders at a decision making table and even after trying most of them do not cooperate. For instance, when our team was working on Jalalabad and Kandahar City master plans, I needed data from various governmental institutions such as Ministry of Mines, Ministry of Agriculture, Ministry of Culture and Heritage, Central Statistics, etc. I also needed the support of Jalalabad and Kandahar City Municipalities to provide me the opportunity to meet the representatives of the residents living in the city. However, most of the mentioned governmental institutions were not helpful enough, and in terms of asking public opinions I used my personal connections to meet some of the representatives of the residents and asked them their opinions about the future development of the city. After choosing the site and boundary of city master plan, it is very important to know that there shouldn't be any sort of obstacles such as historical heritage, natural mine resources and land issues, but none of the related institutions could provide the team with the required data and information. What I want to point out is that most of key stakeholders do not feel responsible and do not see it as a requirement to collaborate in decision making. One of the other key problems in terms of preparing master plans in the current situation of Afghanistan is that most of the master plans are too much of political decisions rather than thinking about the practicality or rationality of the plans. In the recent 10 years, most of master plans that are prepared are just for show, the ministry makes plans and present in a TV conference, but the public see nothing of the prepared plans but a TV image. What I would like to say is that when preparing the master plan of the city, all the key stakeholders should know about their responsibilities during the preparation and implementation stages of the master plans, which is why there is a need for urban planning law to clearly specify such responsibilities. Currently, during the preparation stage of master plans, a plan is

discussed in a general stakeholders' meeting and every stakeholder is given a copy of the plan. After the general meeting, there are no follow ups of the plans, they stay untouched in the cabinet of stakeholder's office.

The other key issues that I would like to talk about is that the past from 1960-1992, the central government had full control over government land and most of the vacant land was under the ownership of the central government, master plans were prepared by the ministry and the municipalities were responsible for the implementation without any sort of interferences. However, nowadays, the current government allowed the private sector and established some other institutions that are involved in urban planning, which as a result complicated the operation of urban planning. For example, talking about the private townships across the country, in most of the private townships some high-ranking officials have shares, and in most cases such officials using their power, they help land mafia make forge documents and deeds and convert government land to private land, which further complicate the preparation and implementation of actual master plans.

Q5. How much does the involvement of international NGOs and donors facilitate or complicate the process of preparing and implementing the master plans?

A5. In most of the cases the involvement of INGOs and donors creates some challenges in the way of master plan preparation and implementation. Some INGOs prefer involving with or contacting directly the provincial city rather than first discussing their plans with the central government. The current government is not a completely centralized government, in some cases the governor of the province is not under complete control of the central government. When and INGO or international

donor see a governor and ask him/her opinion about the future development of the city, so he/she expresses his/her personally favored opinions without consulting them with the central government. For instance, an INGO or an international donor agency decides to financially and technically support the planning and implementation of public facilities in Mazar-e-Sharif city, it directly visits the governor of the city instead of discussing their plans with the city municipality or the ministry. The governor of the city in most of the cases asks INGO to invest its financial and technical resources in governor's private townships or where the governor is mostly benefited from rather than the ordinary residents of Mazar-e-Sharif city. The central government has not yet been able to control the operation of INGOs and international donor agencies. There are cases that some INGOs have planned and implemented projects that the MUDL doesn't know anything about them. However, there are few INGOs and International donor agencies that cooperatively work with the central government in implementation of their plans. For instance, while my team was working on the preparation of Jalalabad city master plan, there was an INGO financially supported by USAID was involved in some rehabilitation projects of the city. My technical team and LARA's technical team could use each other experiences and their technical support helped us accelerate the process of asking public's opinions. And LARA was able to change their plans based on the information my team has provided them. As a result, we could collaboratively decide on some key decisions, which were important for the whole city not for a single person only. Once again, I would like to point out that most of the INGOs and international donor agencies operations are going on in an un-collaborative and un-cooperative environment both among each other and the governmental institutions.

Q6. UNHABITAT is recently involved in preparing Strategic Municipal Action Plans for some cities such as Bamyan City, Herat City and Lashkargah City, how much does MUDL collaborate in preparing such plans?

A6. Bamyan city is an ancient city with historical importance and most of its old plans exist in MUDL's archive. Also, MUDL has prepared all the previous plans of the city. Some years ago, a German INGO prepared some sort of a master plan for Bamyan city. MUDL also prepared a master plan for Bamyan City and UNHABITAT has again prepared a similar document. What does all this mean? Both the German INGO and UNHABITAT got the data from MUDL and produced the similar work two times. That means there are three same documents produced by three different institutions.

INGOs such as UNHABITAT have started Strategic Municipal Action Planning projects in some provinces and allocated and spent a lot of funding received from international donor community. The INGOs invited local residents of the provincial cities and presented their plans for them. However, UNHABITAT has not done anything significant for the ministry and most of what UNHABITAT has done was for the show. UNHABITAT has visited many provinces in order to educate the public about city planning affairs, but UNHABITAT has not prepared a plan that can be practical. Most of the strategic plans made by UNHABITAT are not prepared by expert planners and those involved in making the plans are newly graduate students from electrical engineering, civil engineering or architecture who had followed what they were told by foreign managers. UNHABITAT was able to educate a limited number of residents about how to participate in city planning and the agency also produced some colorful drawings of the future cities, but none of them were practical and most of the allocated fund is wasted and used for some personal uses. The master plan document

produced as result of UNHABITAT's work was not something that a city municipality can use to direct the future development of the cities.

As I mentioned earlier, urban planning in Afghanistan is all about politics and showing off nowadays. For example, UNHABITAT has come and visited the minister of MUDL and has told the minister that we are planning to do such and such and after the meeting the team has taken some group photos with the minister to use as proof of meeting the minister of MUDL. After some time UNHABITAT has produced a strategic action plan document that no department in MUDL knows about, which is not practical and useful both for MUDL and the city municipality.

Q7. How much do municipalities of big cities such as Kabul city municipality collaborate with MUDL in preparing master plans?

A7. Since the establishment of the new regime in 2001, a very serious problem has emerged between MUDL and Kabul municipality that is related to not being able to specify a clear line of authority and responsibilities between the mentioned institutions that who should have the authority to handle some specific operation of urban planning. All the time there remained many unsolved urban planning problems between the two institutions. MUDL was suggesting that we will prepare the master plans and you (Kabul Municipality) implement the master plans, but they (Kabul Municipality official) never agreed. Eventually, MUDL and KM decided to make a bill that can legally specify each institution's authority and responsibilities. A co-committee was established that had members both from MUDL and KM and the co-committee after working hard for two years drafted the bill. The bill was sent for approval to presidential office, it was suggested that the bill should be revised. The committee has

revised the bill and sent it for the approval, yet again it was not approved presidential office. The higher official then decided to hire an American expert advisor to draft the bill. After a year an American advisor was hired for \$ 30000 USD/month plus he was hired a driver, security guard and rented him a luxury house, so in total the government was spending \$60000 USD/month on the American advisor to draft a bill. The advisor was regularly consulting with us in MUDL, but the interesting part of the story is when we told him that there a bill that is made by co-committee and both MUDL and KM has already agreed on that. He took the bill which was written in Dari language and never showed up in the office for a long time. After a couple of months, he showed up a new bill for sure written in English language. When we read the bill, actually it was the exact translation of the bill that was given to him by us, which was translated by his translator. We checked the bill and changed some words and phrases as required and give it back to the advisor. And after a month he showed up with the final version of the draft bill. He invited both MUDL and KM committee member and give a presentation about something we have made. He took some picture of the event and asked the participants to approve what he has done. Finally, he made three copies of the bill in English language, out of which a copy was sent to MUDL, a copy to KM and a copy to presidential office and the next morning he flew back to America. More than \$ 100,000 USD was spent on a bill, which remained untouched in the cabinet of the mentioned three institutions without being approved by the presidential office. The problems between MUDL and KM still exist, which creates duplication of activities and cause many problems in the way of preparing and implementing master plans. In the past all the master plans and detail plans were prepared by MUDL, but after the establishment of the new regime some new departments and institutions were established and further complicated urban planning operations.

Q8. How much was MUDL involved in preparing the master plan for Kabul New City and existing Kabul city master plan that were prepared by the technical support of JICA?

A8. JICA was contacting MUDL regarding the preparation of Kabul New City master and existing Kabul city master plan in terms of the data JICA's team needed, however, MUDL's most urban planning experts were not directly involved in the decision-making process of both plans. JICA's technical team worked really hard, the team collected the required data for the plans from many governmental institutions including MUDL and KM, but the important question is when it will be possible to implement such an amazing master plan. At the time when JICA's team was working on Kabul New City master plan, the chosen site was an empty desert, and there appear lots of informal developments and private townships, so now what is the use of such a shiny document that is not possible to be implemented.

Q9. In the organizational structure of Dehsabz City Development Authority (DCDA) there are members from MUDL as well, how does MUDL collaborate with DCDA on some key decision in term of controlling the development there?

A9. Most of the plans of that area are with Kabul municipality and DCDA. The groups who continue the informal development in the site of Kabul New City are some powerful groups. The ministry cannot do anything about that to stop or even control what is going on in that area.

This page is intentionally left blank

Bibliography

- Afghanistan, I. R. of. (2007). *Afghanistan National Development Strategy 1387 – 1391 (2008 – 2013)*. Retrieved from http://www.embassyofafghanistan.org/sites/default/files/publications/Afghanistan_National_Development_Strategy_eng.pdf
- Afghanistan Public Policy Research Organization. (2012). Migration and Urban Development in Kabul: Classification or Accommodation?, (October), 30.
- Al Jazeera. (2015). SIGAR: We built an Afghanistan they can't afford. Retrieved from <http://america.aljazeera.com/watch/shows/compass/articles/2015/6/17/john-sopko-sigar.html>
- Alikuzai, H. W. (2013). A Concise History of Afghanistan in 25 Volumes, Volume 1, 1.
- Allmendinger, P., & Tewdwr-Jones, M. (2002). *Planning Futures New Directions for Planning Theory*.
- Arnstein, S. R. (1969). A Ladder Of Citizen Participation. *Journal of the American Institute of Planners*, 35(4), 216–224.
<https://doi.org/10.1080/01944366908977225>
- Barfield, T. (2010). Afghanistan: A Cultural and Political History. *Princeton, NJ: Princeton University Press*, 180–190.
- Beall, J., & Esser, D. (2005). Shaping Urban Futures : Challenges to Governing. *Afganistan*.
- Bernard, A., Helmich, H., & Lehning, P. B. (1998). *Civil Society and International Development*.
- Boamah, E. F., & Amoako, C. (2013). Regionalism and Urban Development Planning in Africa : Towards A Collaborative Framework for Decentralized Planning in Ghana. *Developing Country Studies*, 3(9), 142–155.
- Booher, D. E., & Innes, J. E. (2000). Network Power in Collaborative Planning. *Working Paper 2000-01*, 221–236.

- Botchie, G. (2000). Local Strategic Planning and Sustainable Rural Livelihoods. *Development*, (21), 83.
- Boyer, B. (2006). *Linking Relief, Rehabilitation and Development Programme (LRRD) in Afghanistan*.
- Brink, M. van den, & Metze, T. (2006). Words matter in policy and planning Discourse theory and method in social sciences. *Words Matter in Policy and Planning. Discourse Theory and Method in the Social Sciences*.
- Brinkerhoff, D. W. (1999). Exploring State–Civil Society Collaboration: Policy Partnerships in Developing Countries. *Nonprofit and Voluntary Sector Quarterly*, 28(4), 59–86. <https://doi.org/10.1177/089976499773746438>
- Brown, L. D., & Ashman, D. (1996). Participation, social capital, and intersectoral problem solving: African and Asian cases. *World Development*, 24(9 SPEC. ISS.), 1467–1479. [https://doi.org/10.1016/0305-750X\(96\)00053-8](https://doi.org/10.1016/0305-750X(96)00053-8)
- Buchholz, B. (2007). Thoughts on Afghanistan's Loya Jirga: A Myth. *Asien*, 104(Juli), 23–33. Retrieved from http://www.asienkunde.de/articles/A104_022_033.pdf
- Caldeira, T., & Holston, J. (2015). Participatory urban planning in Brazil. *Urban Studies*, 52(11), 2001–2017. <https://doi.org/10.1177/0042098014524461>
- Campion, C. (2018). 20|20 Visions Collaborative Planning and Placemaking, (May), 90843.
- Chua, A. (n.d.). The Promise and Failure of King Amanullah 's Modernisation Program in Afghanistan, (October 2012), 35–50.
- CIA. (2015). The World Fact Book. Retrieved from <https://www.cia.gov/library/publications/the-world-factbook/geos/af.html>
- City Mayors Statistics. (2014). The world's fastest growing cities and urban areas from 2006 to 2020. Retrieved from http://www.citymayors.com/statistics/urban_growth1.html
- Collins, J. J. (2011). Understanding War in Afghanistan. *National Defense University Press Washington, D.C.*, 1–137. Retrieved from

<http://www.goodreads.com/book/show/12383155-understanding-the-war-in-afghanistan>

- Committee, D. (2006). Operations in Afghanistan: Fourth Report of Session 2010–12. *Media*, (April).
- Cormick, G., Dale, N., Emond, P., Sigurdson, S. G., & Stuart, B. D. (1996). *Building consensus for a sustainable future : putting principles into practice. National Round Table series on sustainable development ; 6.*
- Cornwall, A., & Brock, K. (2005). What do Buzzwords do Development Policy? A critical look at “Poverty Reduction”, “Participation” and “Empowerment.” *Third World Quarterly*, 26(7), 1043–1060.
<https://doi.org/10.1080/01436590500235603>
- Cullen, D., McGee, G. J. a, Gunton, T. I., & Day, J. C. (2010). Collaborative Planning in Complex Stakeholder Environments: An Evaluation of a Two-Tiered Collaborative Planning Model. *Society & Natural Resources*, 23(4), 332–350. <https://doi.org/10.1080/08941920903002552>
- Cybrirsky, R. A. (2013). *CAPTIAL CITIES AROUND THE WORLD An Encyclopedia of Geography, History and Culture. Uma ética para quantos? (Vol. XXXIII).* <https://doi.org/10.1007/s13398-014-0173-7.2>
- Dean, M. (2010). Governmentality: Power and Rule in Modern Society. *Society*.
<https://doi.org/10.5860/CHOICE.47-6521>
- Document, O. (2015). The A to Z Guide to Afghanistan Assistance, 1–252.
- Douglass, M., & Friedmann, J. (1998). Cities for citizens: Planning and the Rise of Civil Society in a Global Age, (October), 302.
- Dreyfus, H. L., & Rabinow, P. (1982). *Michel Foucault: Beyond Structuralism and Hermeneutics. Quarterly Journal of Speech (Vol. 70).*
<https://doi.org/10.3817/0684060224>
- Dupree, L. (1979). Afghanistan Under the Khalq, 2(3), 34–50.
- Evans, A., Manning, N., Osmani, Y., Tully, A., & Wilder, A. (2004). *A guide to government in Afghanistan.*

- Faehnle, M., & Tyrväinen, L. (2013). A framework for evaluating and designing collaborative planning. *Land Use Policy*, 34, 332–341.
<https://doi.org/10.1016/j.landusepol.2013.04.006>
- Flyvbjerg, B. (2003). Rationality and Power. *Readings in Planning Theory*, 318–329.
<https://doi.org/10.1080/713672902>
- Foucault, M. (1977). Power/knowledge.
- Foucault, M. (1978). The History of Sexuality.
- Foucault, M. (1981). The Order of Discourse. *Untying the Text: A Post-Structuralist Reader*. <https://doi.org/10.1177/053901847101000201>
- Gant, J., & McCallister, W. (2010). Tribal Engagement: The Jirga and the Shura. *Small Wars Journal*, (June), 1–8.
- Gebremedhin, Y. (2012). *AFGHANISTAN LAND REFORM IN AFGHANISTAN (LARA) D ESIGNING A LEGAL FRAMEWORK FOR URBAN PLANNING IN AFGHANISTAN :*
- Giovacchini, T. (2011). Governance and Representation in the Afghan Urban Transition, (August), 46.
- Gordon, I., Lewis, J., & Young, K. (1993). The Policy Proses: A reader. *J Rural Stud*. [https://doi.org/10.1016/S0743-0167\(96\)90071-6](https://doi.org/10.1016/S0743-0167(96)90071-6)
- Government of Afghanistan. (n.d.). Afghanistan National Development Strategy, I, 1–234.
- Government of Afghanistan. (2008). Afghanistan - National Development Strategy 2008 - 2013 (1387-1391), 288.
- Governmnet of Afghanistan. (2013). Terms of Reference for Establishment and Operation of District Coordination Councils (DCCs), (November), 1–19.
- Healey, P. (2003). Collaborative Planning in Perspective. *Planning Theory*, 2(2), 101–123. <https://doi.org/10.1177/14730952030022002>
- Healey, P. (2006). Collaborative Planning. Shaping Places in Fragmented Societies, 366. <https://doi.org/10.7202/022725ar>
- Healey, P. (2007). The collaborative planning' project in an institutionalist and

- relational perspective: A note. *Critical Policy Studies*, 1(1), 123–130.
<https://doi.org/10.1080/19460171.2007.9518512>
- Hickey and Mohan. (2004). Participation: From tyranny to transformation?
Participation: From Tyranny to Transformation?
- Hill, M., & Hupe, P. (2006). Analysing policy processes as multiple governance: Accountability in social policy. *Policy and Politics*, 34(3), 557–573.
<https://doi.org/10.1332/030557306777695280>
- Hopkins, L. D. (2013). Urban development: the logic of making plans. *Choice Reviews Online*, 39(08), 39-4653-39-4653. <https://doi.org/10.5860/choice.39-4653>
- Hughes, M. I., & Hughes, M. (n.d.). *IMPUNITY: Countering Illicit Power in War and Transition*.
- IDLG. (2010). Sub-national Governance Policy Spring.
- Innes, J. E. (1996). Planning through consensus building. A new view of the comprehensive Planning Ideal. *Journal of American Planning Association*, 62(4), 460–472. <https://doi.org/10.1080/01944369608975712>
- Innes, J. E., & Booher, D. E. (1999a). Consensus Building and Complex Adaptive Systems. *Journal of the American Planning Association*, 65(4), 412–423.
<https://doi.org/10.1080/01944369908976071>
- Innes, J. E., & Booher, D. E. (1999b). Consensus Building as Role Playing and Bricolage. *Journal of the American Planning Association*, 65(1), 9–26.
<https://doi.org/10.1080/01944369908976031>
- Innes, J. E., & Booher, D. E. (2003a). Collaborative policymaking : governance through dialogue. *Deliberative Policy Analysis Understanding Governance in the Network Society*, 33–59. <https://doi.org/10.1017/CBO9780511490934.003>
- Innes, J. E., & Booher, D. E. (2003b). The Impact of Collaborative Planning on Governance Capacity, 1–32. Retrieved from
<http://escholarship.org/uc/item/98k72547>
- Innes, J. E., & Booher, D. E. (2010). Planning with Complexity: An introduction to

collaborative rationality for public policy.

- International Monetary Fund Washington, D. . C. . (2007). Islamic Republic of Afghanistan: Enhanced Heavily Indebted Poor Countries (HIPC) Initiative—Preliminary Document. *World Development*, July(06), 23–50.
- Irazábal, C. (2009). Revisiting Urban Planning in Latin America and the Caribbean. *Global Report on Human Settlements*, 49.
- J. Stubbs G. Clarke Editors. (1996). Megacity management in the Asian and Pacific region: Policy issues and innovative approaches. *Asian Development Bank*, 22(2), 203–205. [https://doi.org/10.1016/s0197-3975\(97\)00015-5](https://doi.org/10.1016/s0197-3975(97)00015-5)
- Kay, A. (2006). The Dynamics of public policy: theory and evidence, 149. <https://doi.org/10.4337/9781847203007.00001>
- Lindell, I. (2008). The Multiple Sites of Urban Governance: Insights from an African City. *Urban Studies*, 45(9), 1879–1901. <https://doi.org/10.1177/0042098008093382>
- London, H. of C. (2014). Afghanistan : Development progress and prospects after 2014 Sixth Report of Session 2012-13, (October 2012).
- Margerum, R. D. (2002). Evaluating Collaborative Planning: Implications from an Empirical Analysis of Growth Management. *Journal of the American Planning Association*, 68(2), 179–193. <https://doi.org/10.1080/01944360208976264>
- Masser, I., Devas, N., & Rakodi, C. (1993). Managing Fast Growing Cities: New Approaches to Urban Planning and Management in the Developing World. *Economic Geography*, 71(2), 222. <https://doi.org/10.2307/144365>
- Mccool, C. (2004). The Role of Constitution-Building Processes in Democratization. *International IDEA Democracy-Building & Conflict Management (DCM) THE*, (Dcm), 26.
- Mumtaz, B., & Noschis, K. (2004). *Development of Kabul Reconstruction and Planning Issues*.
- Newman, P., & Thornley, A. (1996). *Urban Planning in Europe: International Competition, National Systems and Planning Projects*.

- Nixon, H. (2008a). Subnational State-Building in Afghanistan, (April), 1–66.
- Nixon, H. (2008b). THE CHANGING FACE OF LOCAL GOVERNANCE? Community Development Councils in Afghanistan, (February), 46.
- Pretty, J. N. (1995). Participatory learning for sustainable agriculture. *World Development*. [https://doi.org/10.1016/0305-750X\(95\)00046-F](https://doi.org/10.1016/0305-750X(95)00046-F)
- Rifkin, S. B., & Kangere, M. (2002). What is Participation? *Community -Based Rehabilitation (CBR) as A Participatory Strategy in Africa*, 37–49. Retrieved from <http://digitalcommons.ilr.cornell.edu/gladnetcollect/60%5Cnhttp://www.asksource.info/cbr-book/cbr03.pdf>
- Saltmarshe, D., & Medhi, A. (2011). Local Governance in Afghanistan: A View from the Ground. *Synthesis Paper Series*, (June), 103.
- SANOFF, H. (2000). COMMUNITY PARTICIPATION METHODS IN DESIGN AND PLANNING, 3(1), 275–279.
- Seale, C. (2004). Social Research Methods: A Reader, 538.
- Seeds for Change. (2013). A Consensus Handbook Co-operative decision-making for activists, co-ops and communities, 1–226.
- Shurkin, M. (2011). *Subnational Government in Afghanistan*. Rand. Retrieved from http://www.rand.org/content/dam/rand/pubs/occasional_papers/2011/RAND_OP318.pdf%5Cnhttp://www.rand.org/pubs/occasional_papers/OP318.html
- Simonovic, S. P., & Bender, M. J. (1995). Collaborative planning-support system: an approach for determining evaluation criteria. *Journal of Hydrology*, 177(3–4), 237–251. [https://doi.org/10.1016/0022-1694\(95\)02961-3](https://doi.org/10.1016/0022-1694(95)02961-3)
- Subroto, A. (2012). Understanding Complexities in Public Policy Making Process Through Policy Cycle Model: A System Dynamics Approach. *SSRN Electronic Journal*, 1–30. <https://doi.org/10.2139/ssrn.1992756>
- The Asia Foundation. (2007). An Assessment of Sub-National Governance in Afghanistan. *Nihon Ronen Igakkai Zasshi. Japanese Journal of Geriatrics*, 50(6), 79. <https://doi.org/10.1093/cid/cir977>

- The World Bank. (2005). *Why and how should Kabul upgrade its informal settlements?*
- USAID. (n.d.). *Directory of Non-Governmental Organizations and Social Organizations.*
- USAID. (2010). Municipal Management Manual for Afghanistan, 162.
- Wagle, U. (1999). The Civil Society Sector in the Developing World. *Public Administration & Management*, (1994), 525–546.
- Wardak, A. (2003). Jirga—A Traditional Mechanism of Conflict Resolution in Afghanistan. *Institute of Afghan Study Center*, (Reichel), 1–20. Retrieved from <http://unpan1.un.org/intradoc/groups/public/documents/APCITY/UNPAN017434.pdf>
- Welch, B., & Don, D. (n.d.). A Guide to Ethics and Public Policy : Finding Our Way.
- World Bank. (n.d.). Civil Society. Retrieved from <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/CSO/0,,contentMDK:20101499~menuPK:244752~pagePK:220503~piPK:220476~theSitePK:228717,00.html>
- World Bank. (2007). Service Delivery and Governance at the Sub-National Level in Afghanistan, 79.