COORDINATED REHABILITATION

IN THE KHOST REGION:

A Brief Profile of Khost and a Proposal for a Joint Approach

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DACAAAR

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KHOS T PROFILE

Introduction:

After the mujaheddin conquered Khost City earlier this year, the basin of Khost became an area where rehabilitation seems to us particularly urgent and fruitful. The area has suffered extreme destruction due to the incessant fighting since 1978, a high rate of refugees have left for Pakistan and are now eager to return home as soon as possible if they can receive outside assistance to help them rehabilitate their area.

Before the war a German integrated rural development programme worked for 13 years in the area and made Khost one of the most advanced regions in Afghanistan. Although most physical inputs of the Germans now lie in ruins their influence on the human resources should not be underestimated. We found in Khost a remarkable number of well educated and trained local experts in engineering, agriculture, forestry and administration who are dedicated to use their skills for reconstructing their villages and economy, and what is as important: to return home.

Another asset of the German development programme are the innumerable reports, and data collections on the basin of Khost. A smaller part of these papers are still in situ but in total disorder, the larger part are stored in the GTZ headquarters in Eschborn/Germany. This material should be used for a planned rehabilitation.

GEOGRAPHY

The "great" district of Khost (hokumat-e kalan or luy uluswali) is the easternmost part of the province of Paktia. It is separated from the rest of Paktia by forested mountains and is under climatical influence of the Subcontinent. Khost forms a kidney-shaped fertile basin watered by the Shamal and Zambar rivers and their tributaries. Due to its altitude (1000 - 1400 m above sea level) and to a relatively good rate of rainfall (@ 500 mm) it has a mild climate (mean temp in July 28.1° C, in January +4.7° C) which gives it a mediterranean appearance. It has very fertile soils, and where irrigation is possible high yields can be expected. The greater part of the fields are lalmi with a sophisticated system of channeling rain and flood water on the fields. Main winter crops is wheat, main summer crops are rice and maize (on abi) and mung beans (on lalmi).

Before the war the basin of Khost was subdivided into districts (uluswali and alagadari, the difference between both is arbitrary). These districts nowadays are all defunct, but people refer to them as geographical units. On different maps some districts have different names, e.g. the district of Terezai
later was renamed as Alisher, and Yaqubi figures on older maps as Saberi or Sobari. Sarobi and Saroti are only misspellings of the name of this district.

TRIBAL STRUCTURE

Apart from the urban population of Khost the basin of Khost was and is inhabited by a tribal population consisting mainly of a number of small tribes whose genealogical link with the rest of the Pashtuns is somewhat unclear and of little concern for the people themselves. The Khost tribes are fiercely egalitarian and important decisions have to be taken at tribal councils, formerly called jirga now renamed with the Arabic term shora or qaumi shora ("tribal" or "civilian council").

The tribes of Paktia are divided into two opposite sections: Tor Gund ('white faction') and Spin Gund ('black faction'). E.g. the Sabari along with the Dzadran (Jadran), Tsamkani, Tani, Mandozay etc. belong to the Spin Gund and are aligned against the Mangal, Ismailkhel and others (Tor Gund). Today this dichotomy has partly been overcome, but people clearly remember which tribe belongs to which gund. An example are the Ismailkhel and Mandozay belonging to opposite gund but being united under one shora. However, the present violent land dispute between Tsamkani (Chamkani) and Mangal is between two opposing gund and the sympathies of the Sabari are with their gund fellows, the Tsamkani.

POLITICAL SET-UP

There is at present no central political authority in the basin of Khost. Prominent commanders such as Haqqani of Hizb-e Islami (Khales) and others have formed a commanders' shora (commandan shora), which restricts its power to military and security matters and to ruling Khost city. The rural districts in the hinterland of Khost are left to the local people, who have established tribal shoras (quami shora) to deal with matters of common concern such as rehabilitation and repatriation. One manifestation of this political division of labour is that whereas the parties and commanders have divided Khost town and its public buildings among them, the parties are generally not encountered in the villages. Instead the different tribal sections have sent in armed men to repossess their villages and land, and these are not referred to as mujaheddin, but as arbaki (tribal warriors).

Local shoras such as the shora of Mandozai-Ismailkhel and the shoras of Yaqubi (probably others as well) have entered into an agreement with the commanders and mujaheddin, so that the latter care for the military and security sector and the tribal shoras are solely responsible for dealing with rehabilitation and
with foreign aid agencies. The shoras are ideally constituted by an equal number of representatives from each participating village, village cluster (tala) or subtribe. The representatives are either venerated village elders or maliks who have served already before the war as middlemen between Government and villagers. Some are members of the professional/technical elite who had worked in the Paktia Development Project before the war. Decisions in shoras are in principle reached by consensus, never by majority vote. The shoras are by no means stable political bodies, and may easily break up if some members feel that their own interests could better be served by a separate shora. The shoras would particularly break up if the people feel that aid is distributed equally to the shoras (the more shoras the more aid) or through other channels than shoras. This delicate balance of power between civilian and mujaheddin/ commanders' shoras may easily break down if some agencies would try to work through commanders as in other parts of Afghanistan. Such a break down would most likely lead to a competition for control over rehabilitation assistance between commanders, and to a dramatic deterioration of the security situation of the region as experienced e.g. in Kunar.

**DEMOGRAPHY.**

<table>
<thead>
<tr>
<th>District name</th>
<th>Est. pop. in 1970</th>
<th>Est. present pop. in the Khost area</th>
<th>Refugees in Pakistan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khost</td>
<td>48.000</td>
<td>13.800</td>
<td>34.200</td>
</tr>
<tr>
<td>Manduzai</td>
<td>29.000</td>
<td>8.300</td>
<td>20.700</td>
</tr>
<tr>
<td>Nader Shah Kot</td>
<td>14.000</td>
<td>5.500</td>
<td>8.500</td>
</tr>
<tr>
<td>Tani</td>
<td>29.000</td>
<td>11.300</td>
<td>17.700</td>
</tr>
<tr>
<td>Gurbuz</td>
<td>11.900</td>
<td>4.600</td>
<td>7.300</td>
</tr>
<tr>
<td>Trazai/Alisher</td>
<td>21.100</td>
<td>9.300</td>
<td>11.800</td>
</tr>
<tr>
<td>Sabari/Yakubi</td>
<td>24.700</td>
<td>7.100</td>
<td>17.600</td>
</tr>
<tr>
<td>Bak</td>
<td>6.300</td>
<td>1.260</td>
<td>6.400</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>184.000</strong></td>
<td><strong>61.160</strong></td>
<td><strong>124.200</strong></td>
</tr>
<tr>
<td>Spera</td>
<td>11.300</td>
<td>2.260</td>
<td>11.900</td>
</tr>
</tbody>
</table>

The majority of refugees from the Khost area are settled in camps in either the Khurram Agency or the North Waziristan Agency.

In general it would appear from observations made in different areas that the figures for the estimated present population in the area are somewhat inflated, at least in areas such as Nader Shah Kot and Gurbuz.

The figures on refugees and present population are based on information concerning the situation prior to the fall of Khost on 31. March 1991. With the mujaheddin conquest of Khost many of the people listed as resident in Afghanistan have fled areas such as Khost and eastern Manduzai to either Gardez and Kabul or to Pakistan.

At the same time refugees previously settled in Pakistan have started to move back into areas formerly entirely depopulated such as western Manduzai. This repatriation takes the form of both whole families returning, and of men coming back to prepare for cultivation and repair houses as preparation for the return of their families from Pakistan.

In one areas at least, namely Spera District adjacent to the Khost basin, most of the population appear to have returned. All fields are now under cultivation and houses are being repaired.

**REHABILITATION NEEDS.**

In the opinion of the people in the area, the two primary needs which have to be addressed before substantial repatriation can take place is repair of irrigation systems and repair of houses.

Another important need expressed by people in some areas such as eastern Manduzai and parts of Sabari/Yakubi is demining.

**Irrigation:**

Most irrigation in the area is based on canals diverting water from rivers, but in areas such as Sabari/Yakubi karez are also found.

Irrigation canals differ widely in size, and so does the work required to rehabilitate them.

DACAAR has based its work on a distinction between minor and major canals. Minor canals are repaired by the people who cultivate the land irrigated by the canal. This work is paid for by DACAAR based on an assessment of the labour and time required.
The money is paid in installments corresponding to a specified volume of work, and the next installment is only paid out when the work agreed upon for the first installment is completed (See Annexure 1 for the contract used). The same procedure is used regarding karez repair. Repair of major canals requiring construction of structures or substantial earthwork will be undertaken as regular projects by DACAAR, and the local landusers will be employed as daily labourers.

In many areas flood protection is a necessary supplement to or even a precondition for the repair of irrigation canals. During the last ten years heavy erosion have taken place especially along the Shamal river, and both agricultural lands and parts of irrigation canals have been washed away.

The repair of irrigation canals constitutes the precondition for the revival of agriculture, and at the same time it is also necessary to provide the water needed for the preparation of the clay used for house construction in some parts of the Khost area.

Houses:

In many areas the destruction of houses is virtually total. The critical resource for the reconstruction of houses will be beams for roof construction. Sufficient wood is not available in the area, and would in any case be too expensive for most returning refugees.

In order to address this problem DACAAR has started up production of reenforced concrete beams, which will be distributed at a subsidised price to individual families. Each (nuclear) family will receive a specified number of beams sufficient to contract a two-room house (see Annexure 2 for distribution rules and procedure).

Other needs:

In addition to the needs listed above it also seems obvious that agricultural assistance comprising seed and fertilizer, farm power regarding ploughing and threshing, and distribution of tree seedlings are urgently required to revive the agricultural production.

Since many areas are largely depopulated and since irrigation repair is only just starting up, the provision of agricultural assistance should be based on surveys of the area under irrigation and the number of farmers present in the localities selected for assistance.

Provision of safe drinking water as an alternative to the clearly unhygienic sources of drinking water used at present (mainly ponds, tanks and canals) would appear to be an important
task. To what extent it can be undertaken will depend on the depth of the ground water table, which appears to vary considerably between areas.

Reconstruction of schools should also be considered, but only after the return of refugee families, and only if funding of teachers, equipment etc is available (see Annexure 3 for guidelines for repair of public buildings).

Medical services are at present non-existent in the area and were so before the war except in Khost town. If the hospital in Khost starts operating again on a pre-war level with assistance from the German Afghanistan Committee, the people of the Khost basin will have access to the same level of medical services as before the war.

NGO ACTIVITIES IN THE KHOST AREA.

The list of NGO activities below is tentative and based on information which may be incomplete.

<table>
<thead>
<tr>
<th>NGO name</th>
<th>Area</th>
<th>Project</th>
<th>Planned, surveyed or under implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>DACAAR</td>
<td>Manduzai</td>
<td>- Canal repair</td>
<td>Implementation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Flood protection</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Prod. of concrete beams</td>
<td>Implementation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- School repair</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Agri. inputs</td>
<td>Surveyed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Water supply</td>
<td>Planned</td>
</tr>
<tr>
<td>Sabari &amp; Alisher</td>
<td></td>
<td>- Canal repair</td>
<td>Survey ongoing</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Flood protection</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Prod. of concrete beams</td>
<td>Implementation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- School repair</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Agri. inputs</td>
<td>Survey ongoing</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Water supply</td>
<td>Surveyed</td>
</tr>
<tr>
<td>Help</td>
<td>Terezai</td>
<td>- Canal repair</td>
<td>Implementation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Agri. inputs</td>
<td>Planned</td>
</tr>
<tr>
<td>German Afgh.</td>
<td>Landar</td>
<td>- Canal repair</td>
<td>Implementation</td>
</tr>
<tr>
<td>Committee</td>
<td>Khost</td>
<td>- Hospital</td>
<td>Implementation</td>
</tr>
<tr>
<td>APA</td>
<td>Ismailkhel</td>
<td>- Canal repair</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td>(Manduzai)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
PROPOSAL FOR A COORDINATED IMPLEMENTATION APPROACH.

Since the fall of Khost in late March a number of NGOs have started up projects or are planning projects in the area around Khost in response to requests from the population of the area. Most of the population from the area around Khost are currently refugees in Pakistan, and their requests for assistance are linked to a clearly stated intention to return from the camps to their villages as soon as possible.

Rehabilitation work in the Khost area is still in the initial stages. Both the NGOs and the UN are therefore faced with a unique opportunity to ensure proper coordination of their assistance to what may become the first major repatriation of Afghan refugees to a particular area. This coordination should involve both a geographical and sectoral division of labour among agencies, as well as agreements concerning the principles and standards for the work itself.

As a framework for this coordination a minimum set of principles and guidelines are suggested as follows:

1. In order to ensure a coordinated implementation approach for rehabilitation assistance to the Khost area it is necessary that the funding agencies (e.g. UNDP, FAO, IRC/RAP) and the implementing NGOs agree on a basic set of principles and guidelines for the provision of assistance, and that adequate resources are allocated by the funding agencies to enable such assistance to be provided.

Acceptance of and adherence to these principles by the NGOs should be a precondition for support from the funding agencies.
At the same time the funding agencies should commit funds/resources for the rehabilitation effort in the Khost area in order to reduce the time between the submission of project proposals by NGOs and the release of funds enabling them to start implementation.

2. The point of departure for a coordinated implementation approach for rehabilitation assistance should be the two-tier shura structure consisting of a commanders shura and local tribal shuras in the Khost area. This structure entails a division of labour where the commanders shura is responsible for defense and jihad, whereas the tribal shuras take care of rehabilitation and repatriation.

In order to preserve the existing political stability and to avoid turning rehabilitation assistance into a contested political resource, it is of crucial importance that NGOs deal only with the tribal shuras, be it regarding surveys, project agreements or actual implementation.

The tribal shuras found in the Khost area vary in size and inclusiveness, and this variation reflects local political divisions and animosities. Separate project agreements may therefore have to be made with several small shuras in certain areas, while in other areas agreements can be made with more inclusive shuras representing larger groups of people.

3. A joint donor/NGO Coordination Secretariat (or task-force) should be established to ensure that all areas receive assistance and that duplication does not take place. The tasks of this Secretariat should be to:

- Facilitate contacts between NGOs and shuras visiting Peshawar to request assistance. Information should be spread in the Khost area that requests for assistance should be addressed to this secretariat. In future all initial contacts between NGOs and local shuras should be facilitated by the Secretariat.

- Maintain a record of NGO project planning and implementation (type of project, locality, status regarding implementation).

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1 DACAAR has received requests for assistance from more shuras than it is capable of assisting. Information regarding these shuras and their requests will be handed over to the Coordination Secretariat, and NGOs interested in providing assistance can obtain the information from the Secretariat.
- Collect and distribute information regarding political and security matters.

- Conduct coordination meetings involving both donors and implementing NGOs.

4. An information bank of available reports etc. on Khost (incl. material from the former German Paktia Development Project\(^2\)) should be established (e.g. at ARIC).

5. Standard sectoral guidelines acceptable to both donors and implementing NGOs should be developed regarding:

- Local wage levels.

- Contracts for canal and karez repair.

- Assistance regarding the repair of both private houses and public buildings such as schools.

- Provision of agricultural assistance.

- Health and education.

\(^2\) DACAAR plans to visit the GTZ headquarters in Germany in early October to look through the files for relevant material.
ANNEXURE 1

Contract between DACAAR and the Users of the Canal.

1. This contract refers only to the ________ canal in the ________ village of the ________ tribe in Khost.

2. DACAAR will pay for the labour and material costs for the cleaning and repair of this canal according to the cost estimate made by DACAAR engineers.

3. DACAAR will undertake repair of the structures listed below with its own engineering staff.

4. DACAAR will pay the agreed amount as follows:
   - 30% will be paid after signing of the agreement.
   - 50% will be paid when the work agreed to be completed under the first installment is properly finished.
   - 20% will be paid when DACAAR is satisfied that the work as agreed on the canal is entirely completed.

5. DACAAR is only responsible for funding the cleaning and repair of this canal to the extent of the amounts listed below.

6. The organisation of the work on the canal will be done by the villagers themselves.

7. DACAAR will not be liable for any accidents or injuries that might arise out of any activity concerning the canal in question.

Labour costs as approved from survey: Rupees: __________

Costs for materials & tools: Rupees: __________

Total approved costs: Rupees: __________

Schedule of payment from the date the contract is signed:

<table>
<thead>
<tr>
<th>Date</th>
<th>Rupees</th>
<th>Length of canal to be repaired</th>
<th>Estimated duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st payment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd payment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3rd payment</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Structures to be repaired by DACAAR:

<table>
<thead>
<tr>
<th>Type of structure</th>
<th>Estimated costs</th>
<th>Estimated duration of work</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
AGREEMENT: On behalf of DACAAR: ____________________________
On behalf of Shura: ____________________________

DACAAR Engineer ________________

Shura member ________________

Date: ________________

Shura member ________________

PAYMENT AND MONITORING SCHEDULE:

1. Received the first payment (30%) of Rs ________________
   Date: ________________

Shura member ________________

Shura member ________________

2. Certification by DACAAR that the first phase of the canal repair work is properly completed:

   ____________________________
   DACAAR Engineer ________________
   Date: ________________

3. Received second payment (50%) of Rs ________________
   Date: ________________

   Shura member ________________

   Shura member ________________

4. Certification by DACAAR that the second phase of the canal repair work is properly completed:

   ____________________________
   DACAAR Engineer ________________
   Date: ________________

5. Received third payment (20%) of Rs ________________
   Date: ________________

   Shura member ________________

   Shura member ________________

6. Certification by DACAAR that the work is completed:

   ____________________________
   DACAAR Engineer ________________
   Date: ________________
GUIDELINES

FOR

DISTRIBUTION OF PRE-CAST CONCRETE BEAMS.

BENEFICIARIES:

1. Beneficiaries can be either returning refugees or members of the resident population who have had their houses destroyed by war, plunder, earthquake, floods etc.

2. The beneficiaries are families defined as a man, his wife/wives and unmarried children.

3. Each beneficiary family will be provided with 16 pre-cast concrete roof beams of 4 meter length sufficient to construct a two-room house.

4. The cost price of the pre-cast beams is:
   - Rs. 250 pr 4 m beam X 16 = Rs 4,000

The subsidised price of the pre-cast beams is Rs. 500 or the equivalent in Afghanis.

5. No family can receive more than the number of prefabricated elements listed under Item 3. If a family cannot afford the whole amount they can be allotted a smaller number of elements, and the price should be reduced accordingly.

SELECTION AND DISTRIBUTION PROCEDURES:

6. For the recording and monitoring of selection and distribution of prefabricated elements the attached format should be used.

7. The DACAAR engineer in charge of the manufacture and distribution of the prefabricated elements shall visit the site of the destroyed house of the potential beneficiary, and shall check that the house or site in question belongs to the person claiming it.

8. The beneficiary should be informed of the date when the prefabricated elements will be available, so that he can plan the construction of his house.
9. The beneficiary should be instructed regarding the dimensions of the walls (depending on the materials used) required to carry the beams.

10. The prefabricated elements should only be released after the beneficiary has constructed the walls of the house up to the roof level. It should be checked that the dimensions of the walls are adequate in relation to the weight of the beams and roofing materials.

11. The beneficiary should pay for the prefabricated elements before they are transported to the building site.

12. Transport from the production site to the nearest location accessible by vehicle to the building site can be undertaken by DACAAR if the beneficiary cannot afford to provide transport himself.

13. When the elements are on site the beneficiary should be instructed regarding the proper positioning of the beams.

Draft 2. 10.04.91/AC.
BUILDING SECTION

GUIDELINES FOR SELECTION OF PUBLIC BUILDINGS FOR REPAIR OR RECONSTRUCTION.

Buildings selected for repair or reconstruction must fulfill the following three criteria:

(1) The activity for which the building is intended must already be in existence in the locality, where the building is going to be provided.

Thus, a precondition for the reconstruction of a school is, that there is already existing schools in the area, which can make use of the building. Similarly, a precondition for the reconstruction of a clinic is, that medical services already exist, and that the level of service would improve if a building is being provided.

(2) The building must be located on public land, never on land owned or claimed by any individual or particular political group.

This means, that work cannot start unless a written agreement stating that the land is joint community property is signed by all political groups and elders in the community. Such an agreement is necessary both if the building is on land formerly owned by the Government, or if it is located on land donated by an individual.

(3) Preference should be given to reconstruction of schools, clinics or other public buildings in locations where such buildings existed prior to the beginning of the war in 1978.

When peace returns to Afghanistan the new Government will have to staff, run, and maintain public buildings, and the construction of new public buildings where none existed previously may not correspond to the development plans of the Government, and will consequently divert scarce resources which could be used for other purposes.

The survey reports identifying public buildings for repair or reconstruction must provide information on the three criteria listed above

14.11.90/AC.