

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

AFGHANISTAN: SEVERE WINTER

11 October 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.

In Brief

Appeal No. 05EA003; Final Report; Period covered: 21 February – 21 August; Final Appeal coverage: 98.5%;[\(click here to go directly to the attached final financial report\)](#).

Appeal history:

- Launched on 21 February 2005 for CHF 812,000 (USD 686,330 or EUR 525,620) for three months to assist 17,542 beneficiaries.
- Operations update no. 3 of 11 March 2005 revised the appeal budget to CHF 907,000, increased the number of beneficiaries to 22,656 and extended the operational framework for two months to 31 July 2005.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000 has been reimbursed.
- All pending pledges were settled by end August 2006 and the final balance from this operation stands at CHF 42,790 (USD 34,180 or EUR 26,974). Following the interim report issued on 23 March 2006 and with no objection from the donors, reallocation of the balance to Afghanistan annual disaster management programme was processed and successfully completed on 10 October 2006.

Related Emergency or Annual Appeals: [Afghanistan Annual Appeal 05AA045](#),
[Afghanistan 2006-2007 Annual Appeal MAAAF001](#),
[Afghanistan Spring Flood Emergency Appeal 05EA005](#)

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All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

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Background and summary

Afghanistan suffered severe winter conditions from mid-January 2005 through to spring, with heavy snowfalls, rain and bitterly cold conditions. Hundreds of people died nationwide as a result. The Afghan Red Crescent Society (ARCS) was given a major role in assisting 3,435 (later increased to 3,538) highly vulnerable families of internally displaced persons (IDPs) who were living in very basic conditions in Kabul. Some of them had been relocated to temporary settlements and the ARCS was able to rapidly respond to the crisis by distributing non-food items, heaters and fuel as well as providing appropriate water and sanitation facilities, hygiene education and primary health care to the targeted beneficiaries. Since the start of the operation, ARCS had been receiving positive response in human resource, financial and in-kind contributions from local partners and corporate and private donors.



ARCS volunteers unloading coal stove pipes to be distributed to beneficiaries

The exceptional snowfall and continuing heavy rainfall, coupled with the onset of the spring melt, caused serious avalanches, floods and landslides. A new emergency appeal (05EA005) was launched on 31 March 2005 to assist 70,000 affected people across the country with a focus on further strengthening the National Society's coordination, disaster management and logistics departments as a logical continuation of this appeal.

This emergency relief operation is now closed, having achieved its objectives. Following this phase, the emphasis was placed on the National Society's capacity building components, especially with regard to disaster management. Documentation was standardized to establish clear lines of communication, and operational procedures were reviewed with support from a regional disaster response team (RDRT) member from the Pakistan Red Crescent Society.

The capacity building of the ARCS logistics department, which was created at the start of the winter operations, was a successful and beneficial activity, evident through the National Society's ability to conduct assessments, planning, logistics and reporting. A primary general logistics workshop was held for ARCS staff, followed by refresher courses conducted periodically throughout the operation.

At the close of the operation, there remained a balance of CHF 42,790.. In the interim final report issued on 23 March 2006, it was proposed that this balance be reallocated to the Afghanistan annual disaster management programme, supported through the Federation Appeal 2006-2007. There being no objection from the donors, the reallocation of the balance was processed and successfully completed on 10 October 2006.

Analysis of the operation - objectives, achievements, impact

Emergency relief (food and basic non-food items)

Overall Objective: To improve the lives of internally displaced persons (IDPs) and returnees in Kabul severely affected by the adverse winter weather and meet the urgent humanitarian needs of 3,538 unassisted families and strengthen the capacity of the Afghan Red Crescent through disaster preparedness and response. *(This objective was reviewed, with the number of assisted families increased from 3,435 to 3,538 as outlined in operations update no. 4, 5 April 2005).*

Specific Objective 1: To distribute basic food items to 3,538 families and non-food items to 1,484 families covering a three-month period and to replenish the disaster preparedness stocks used during this response.

Progress/Achievements

All targeted beneficiaries were registered and provided with distribution cards. A total of 656,800 kg of wheat flour, 33,010 kg of oil, 33,010 kg of sugar and 9,848 kg of tea were distributed to 3,593 families (a total of 22,541 individuals). Savings made through the lower-than budgeted cost of food items allowed for more beneficiaries to be identified and assisted than originally planned. The beneficiary selection process was undertaken in close collaboration with local government units (Department for Disaster Preparedness and Ministry of Refugees and Returnees).

A population movement meeting was organized by the ARCS disaster management department at the National Society headquarters (NHQ). Representatives from ARCS, the Federation, the International Committee of the Red Cross (ICRC), the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM) and the government population movement department participated in the meeting. The focus of the meeting was to discuss the status of IDPs and their needs during the operation. It was noted that among the 22 IDP camps in Kabul, three were facing greater problems than the remaining 19 settlements, in relation to overcrowding and the lack of basic requirements such as blankets and coal stoves. The needs of these vulnerable families in the camps were assessed and the Federation supported the ARCS proposal to assist them. The Pul-e-Charkhi camp of 127 families or 817 individuals, received 25,400 kg flour, 1,270 kg oil, 1,270 kg sugar and 381 kg tea. The Lissa Ghazi camp, which housed 71 families or 421 individuals, received 14,200 kg flour, 710 kg oil, 710 kg sugar and 213 kg tea. The Markaz-e-Talimi Afshar camp with 102 families or 579 individuals, received 20,400 kg flour, 1,020 kg oil, 1,020 kg sugar and 306 kg tea.



An ARCS volunteer talking to a young beneficiary prior to the distribution of non-food items

The revised goal of aiming to complete all food distributions by the end of June 2005, and replenishing disaster preparedness stocks was achieved. Monitoring of food distribution was given particular attention. The collection of data and information, done on a regular basis, was initiated as part of the training of staff and volunteers.. Throughout the operation, all distributions were monitored by staff of the ARCS headquarters, with technical support from the Federation delegation.

Although the original plan was to distribute non-food items to 1,484 families, the availability of these items at the time of delivery made it possible to only distribute to 1,310 families. The remaining 174 originally targeted families were assisted by the ARCS through local contributions.

Non-food items made up of blankets, plastic sheets, jerry cans, kitchen sets, stoves and bags of charcoal were delivered to families in the three main camps of Makazy Talimi, Reysat Dalaman and Takhnikum. An additional nine camps received distribution of stoves and bags of charcoal.

Non-food Distribution

IDP Camps	Families	Individuals	NON FOOD ITEMS					
			Blankets	Plastic Sheets	Jerry Cans	Kitchen Sets	Stoves	Charcoal (Bags)
Markazay Talimi Afshar	102	620	510	29	170	85	102	204
Reysat 5 Dalaman	180	650	900	50	300	150	180	300
Takhnikum Jangalak	287	2,009	6,027	140	547	560	287	320
Hotel Amo	102	689					102	204
Lisa Ghazi	71	421					71	204

Ittefaq Mosque	49	295					49	98
Matab Hesab	112	614					112	124
Near Police Station	61	340					61	121
Lab Ghar-e-Khair Khana	50	270					50	100
Reyasat Barq	120	720					120	60
Aghashireen Salangi	49	361					49	98
Pul-e-Charkhi	127	917					127	254
TOTAL	1,310	7,906	7,437	219	1,017	795	1,310	2,087

Impact

The distribution of much needed food items addressed the food requirements which significantly improved the coping capacities of beneficiaries.

The distribution of shelter materials, heaters and fuel helped beneficiaries cope better with the effects of the cold weather and reduced incidences of respiratory diseases, particularly among children and the elderly.

Constraints

Constraints faced included the low logistical capacity of the National Society and a lack of monitoring and evaluation, and reporting structures. These issues will be addressed since they form part of the capacity building component of the operation, outlined in specific objective 3 below.

Specific Objective 2: To construct community latrines, rehabilitate existing toilet facilities for women and children and provide hygiene and preventive health education to the selected communities. *(This objective was reviewed, with procurement of hygiene promotion material and hygiene kits added to the planned activities.)*

Progress/Achievements

Thirteen of the 22 IDP camps were identified as having high priority water and sanitation needs and were assisted primarily with construction/improvement of latrines and baths and hygiene education. All planned activities were completed by early June. The Federation water and sanitation engineer moved from

Activities	Mar	Apr	May	Total
Construction/rehabilitation latrines	87	52	37	176
Construction/rehabilitation baths	42	14	40	96
Installation of water points	2	0	0	2
Drilling tube well and installation of hand pump	2	0	0	2
Distribution of hygiene kits	500	6,000	0	6,500*
Hygiene trained volunteers	46	98	20	164
Cleaning campaigns	3	2	2	7
Hygiene posters printed	0	2,000	0	2,000

**Note, this activity covered all 22 IDP camps*

Herat to Kabul to support the implementation process. A total of 272 latrines and baths, two tube wells as well as two water points were constructed. Where it was not possible to construct water points, a water bladder with a system of 12 taps was installed. The bladder was filled twice a day and a total of 2.8 million litres of water was transported during this period.

The ARCS health department used community-based first aid (CBFA) volunteers to conduct a health survey among the IDP camps to prevent and mitigate the impact of disease. This was achieved by training 164 men and women among the CBFA volunteers in hygiene promotion. The programme addressed cultural beliefs and practices in order to create changes in unsanitary practices. A total of 6,500 hygiene kits (consisting of five toothbrushes, two tubes of toothpaste, nail cutters, two bars of soap as well as a printed hygiene message) were distributed. The hygiene kits were supplemented with three towels.

Kabul emergency mobile units (EMUs) conducted surveys analyzing curative and preventive services. Two emergency mobile teams were used for curative health care within three camps and they referred serious cases to hospitals and clinics. The EMU teams treated patients with respiratory infections, influenza, diarrhoea, tuberculosis as well as sexually transmitted diseases. The total number of patients seen was 6,934, while 18,254 received health education.

Distribution of rubbish bins and rubbish collection campaigns increased the effectiveness of this programme. The rubbish collection campaigns focused on training communities on maintaining cleanliness of the camps and utilising the bins.

Impact

The main impact was the prevention of waterborne diseases and improvement of the hygiene situation among the beneficiaries. This was achieved through the provision of safe drinking water, sanitation facilities and improving rubbish collection systems. Inappropriate hygiene practices of the targeted population were influenced and changed through hygiene education and preventive hygiene awareness. Quantitative evidence is not available to measure the true impact of this programme. However evidence from the EMU suggests that the impact has been significant, as the living and health situation improves and the number of patients seen by the teams decreases

Constraints

The major constraint was the lack of water and sanitation expertise and structure within the ARCS. Since the departure of the water and sanitation delegate early in the project, the water and sanitation engineer was left to implement the project alone. The capacity building of the National Society's water and sanitation team started towards the end of the operation and has continued after completion of the project. However, this was only implemented whenever the water and sanitation engineer returned from their base in Herat to Kabul for monitoring purposes.

Specific Objective 3: To improve the capacity of the ARCS in disaster preparedness and response and strengthen its logistics capacity.

Progress/Achievements

Throughout the operation, the Federation delegation provided ongoing technical support to the ARCS at all levels. In April, an RDRT member from the Pakistan Red Crescent Society came to support the ARCS in gathering and managing the information on the operation. The RDRT member was involved in data collection, and monitoring and reporting on distribution of relief items. During the operation, standard data collection forms as well as damage and assessment forms were prepared for use at national level. Training for relevant staff commenced at national level on the use of these standardized forms.

The development of the logistics capacity of the National Society has progressed well. The Federation recruited a logistics delegate for a period of six months, in order to support and strengthen the capacity of the newly established logistics unit. The National Society's logistics unit has provided continued vital logistical support in the implementation of the severe winter emergency appeal and other programmes/projects. The logistics unit received theoretical and practical training and there were ongoing refresher courses.

The Federation provided the ARCS programme coordinator with a laptop computer for use during disaster operations. A memorandum of understanding between the Federation and the ARCS was signed, for the upgrade of the ARCS vehicle fleet and the mechanical workshop.

Lessons learned and evaluation workshops were conducted at national level and findings were shared with key stakeholders (please see Lessons Learned section).

Impact

The National Society's capacity for conducting assessments, planning, logistics and reporting increased during the operation. The establishment of a logistics unit was a major achievement. Prior to this operation, logistics capacity was very low and operated in an ad hoc manner. With the valuable assistance of the RDRT member from the Pakistan Red Crescent, systems and structures have been put in place. While the National Society is still on a learning curve, particularly in relation to logistics, a base has been established from which further progress can be built upon for the future.

The ultimate impact is and will be an increased effectiveness of the ARCS in being able to respond to the needs of the most vulnerable.

Constraints

The spring floods emergency operation which commenced a month after this operation diverted limited resources and stretched capacity. In addition, the deterioration of the security situation in Kabul city due to parliamentary elections and an upsurge in criminal activity were other constraints.

Federation coordination

Regular coordination meetings were held between all parties involved – the ARCS, the Federation, the Ministry of Refugees and Returnees and the International Humanitarian Forum.

The ARCS disaster management department and the Federation delegation participated in the inter-agency coordination meetings where relevant humanitarian issues in Kabul are discussed with UN agencies, non-government organizations (NGOs) and governmental authorities. Additionally, good contact was maintained with the local media. Being the lead agency in this operation, the ARCS enjoyed significant community and government support. Information on the operation was conveyed through six operations, published on the Federation website and in monthly reports to the regional delegation.

Red Cross and Red Crescent Movement - principles and initiatives

The Red Cross and Red Crescent Fundamental Principles, humanitarian values and information relating to the national society was disseminated to all stakeholders involved in the operation, as well as to beneficiaries through all the activities carried out.

Communications – advocacy and public information

This operation has helped raise the National Society's profile with the public, especially in Kabul. Additionally, the operation has received excellent local media coverage, which helped promote and highlight the nature of the ARCS work with vulnerable populations.

National society capacity building

During the implementation of the operation, emphasis was placed on developing the ARCS capacity in terms of logistics, communications, planning, budgeting and reporting. Almost all of the delegation resources have been mobilized to assist the National Society in organizing the emergency response. The main success has been the initiation of the development of the ARCS logistics department at headquarters level.

Lessons learned

The government's role in developing the national disaster management plan, gave it great involvement in the planning process of the severe winter operation. This involvement by the government also enhanced the training of community-based disaster preparedness and CBFA volunteers in disaster-prone areas (at district levels), the use of communication systems between headquarters and branches countrywide, as well as strengthened the working relationships between ARCS, the Federation, ICRC, the UN, the government and other national/international agencies.

Insufficient risk mapping and early warning systems, the lack of security (within the operation and around the country in general) and transportation, and the delays in getting daily procurement of food and non-food items to the beneficiaries were noted in the operation. Delays in donor response to the emergency appeal also hampered the running of the operation. Furthermore, the operation was affected by the lack of proper job descriptions for all field staff members at branch levels. These restrictions were studied and will be taken into consideration early on in the next operation.

[Final financial report below; click here to return to the title page.](#)

International Federation of Red Cross and Red Crescent Societies

M05EA003 - AFGHANISTAN: SEVERE WINTER

FINAL FINANCIAL REPORT

Selected Parameters	
Reporting Timeframe	2005/1-2006/9
Budget Timeframe	2005/2-2005/7
Appeal	M05EA003
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		906'913				906'913
B. Opening Balance		0				0
Income						
Cash contributions						
American Government		58'025				58'025
Danish Red Cross		5'817				5'817
German Red Cross		227'373				227'373
Hong Kong Red Cross		8'061				8'061
Icelandic Red Cross		143'844				143'844
Japanese Red Cross Society		39'805				39'805
Monaco Red Cross		15'375				15'375
Netherlands Red Cross		49'701				49'701
Swedish Red Cross		170'000				170'000
USAID		64'000				64'000
C1. Cash contributions		782'002				782'002
Reallocations (within appeal or from/to another appeal)						
Unspent bal.to Disaster Mgmt		-42'790				-42'790
C3. Reallocations (within appeal)		-42'790				-42'790
Inkind Goods & Transport						
Danish Red Cross		113'886				113'886
C4. Inkind Goods & Transport		113'886				113'886
C. Total Income = SUM(C1..C6)		853'098				853'098
D. Total Funding = B + C		853'098				853'098

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		853'098				853'098
E. Expenditure		-853'098				-853'098
F. Closing Balance = (B + C + E)		0				0

International Federation of Red Cross and Red Crescent Societies

M05EA003 - AFGHANISTAN: SEVERE WINTER

FINAL FINANCIAL REPORT

Selected Parameters	
Reporting Timeframe	2005/1-2006/9
Budget Timeframe	2005/2-2005/7
Appeal	M05EA003
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		906'913					906'913	
Supplies								
Shelter - Relief	9'460						9'460	
Clothing & textiles	85'140		51'857			51'857	33'283	
Food	414'313		329'339			329'339	84'974	
Seeds,Plants			29'341			29'341	-29'341	
Water & Sanitation	17'738		22'621			22'621	-4'883	
Medical & First Aid	20'694		16'278			16'278	4'416	
Teaching Materials	2'010		1'378			1'378	632	
Utensils & Tools	127'639		71'049			71'049	56'590	
Other Supplies & Services	8'774		8'058			8'058	716	
Total Supplies	685'768		529'920			529'920	155'848	
Land, vehicles & equipment								
Computers & Telecom	10'407		10'132			10'132	275	
Total Land, vehicles & equipme	10'407		10'132			10'132	275	
Transport & Storage								
Storage	9'460		25'403			25'403	-15'943	
Distribution & Monitoring			31'898			31'898	-31'898	
Transport & Vehicle Costs	46'709		78'582			78'582	-31'873	
Total Transport & Storage	56'169		135'883			135'883	-79'714	
Personnel Expenditures								
Delegates Payroll	50'000						50'000	
Delegate Benefits			-52'518			-52'518	52'518	
Regionally Deployed Staff	12'321						12'321	
National Staff			123'009			123'009	-123'009	
National Society Staff	7'095		3'672			3'672	3'423	
Total Personnel Expenditures	69'416		74'164			74'164	-4'748	
Workshops & Training								
Workshops & Training	14'427		10'963			10'963	3'464	
Total Workshops & Training	14'427		10'963			10'963	3'464	
General Expenditure								
Travel	3'500		5'516			5'516	-2'016	
Information & Public Relation	2'365		2'815			2'815	-450	
Office Costs			1'055			1'055	-1'055	
Communications			689			689	-689	
Financial Charges			20			20	-20	
Other General Expenses	5'912		28'453			28'453	-22'541	
Total General Expenditure	11'777		38'548			38'548	-26'771	
Program Support								
Program Support	58'949		53'488			53'488	5'462	
Total Program Support	58'949		53'488			53'488	5'462	
TOTAL EXPENDITURE (D)	906'913		853'098			853'098	53'816	
VARIANCE (C - D)			53'816			53'816		