

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: SPRING FLOODS

Appeal No. 05EA005
12 July 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 183 countries.

In Brief

Interim Final Report; Period covered: 31 March 2005 – 28 February 2006; **Final Appeal coverage:** 111.5% ([click here to go directly to the attached interim final financial report](#)).

Appeal history:

- Launched on 31 March 2005 for CHF 2,235,000 (USD 1,925,894 or EUR 1,451,770) for an initial period of six months to assist 70,000 beneficiaries.
- Operations update no. 2 revised the appeal budget downwards to CHF 1,648,032 due to low coverage of the original appeal.
- Operations update no. 5 extended the operational timeframe to 28 February 2006.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 200,000. This has been reimbursed.
- Interim final report posted due to an unspent balance of CHF 323,820, which is proposed for reallocation to the Federation delegation disaster management programme.

Related Emergency or Annual Appeals: [Afghanistan 2006-07 Appeal \(MAAAF001\)](#); [South Asia 2006-07 Appeal \(MAA52001\)](#)

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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 experienced severe winter conditions in early 2005 which included record snowfalls and avalanches. This was followed by heavy rainfalls and the melting of the snow in mid-March resulting in flash floods across Afghanistan, causing widespread damage to infrastructure and livelihoods in the central highlands, the southern and north-eastern parts of the country. A joint operation was established by the Afghan Red Crescent Society (ARCS), the Federation and ICRC to support the national society. Earlier pre-positioned disaster preparedness stocks were used during the emergency phase of the operation. To maintain the ARCS's capacity to respond to future disasters, a Federation spring floods emergency appeal (05EA005) was launched on 31 March 2005 for support, primarily for procuring and pre-positioning a new stock of non-food relief items sufficient for 2,000 families in each of the five regional centres – Kabul, Herat, Jalalabad, Kandahar and Mazar-i-Sharif – targeting a total of 70,000 potential beneficiaries.

In addition to organizing the Red Cross response to the disaster, the ARCS, with support from the Federation, played a major role in coordinating relief operations, having been given the mandate by the Afghan government.

The Pakistan earthquake in October and fresh floods in December caused delays in the procurement of non-food items. As a result, the operation was twice extended for a total of five months until 28 February 2006.

The experience from the operation helped to strengthen the ARCS's disaster response capacity, particularly in logistics.

Support for the appeal included contributions from the Humanitarian Aid Department of the European Commission (ECHO), British Red Cross, Finnish Red Cross, Icelandic Red Cross, Japanese Red Cross, Monaco Red Cross, Netherlands Red Cross, Norwegian Red Cross and Swedish Red Cross.
(Please refer to the financial report for further information.)

At the close of the spring floods operation, there was an unspent balance of CHF 323,820. One reason for this was the launching of the severe winter (05EA003) emergency appeal a month before the spring appeal, which resulted in the capacity of the ARCS volunteers and staff members being overstretched from the simultaneous handling of two emergency operations. Another reason was the overfunding of the revised appeal by 11.5%. The Federation delegation has continued to maintain the running cost of warehouses storing the new stock of pre-positioned non-food items procured through the spring floods appeal, as well as related expenses incurred under the under-funded Federation disaster management programme.

It is therefore proposed that the unspent balance of funds is reallocated to the Federation delegation disaster management programme. Donors who do not agree with this proposal are requested to respond through the desk officer within two weeks from the publication of this report.

Coordination

Supported by the Federation delegation, the ARCS served as the lead organization for the coordination of relief operations at both headquarters and branch levels.

Regular sectoral coordination meetings were held between all parties involved including the ARCS, the Federation, ICRC, the Ministry of Refugees and Returnees, the International Humanitarian Forum and other major stakeholders. All operational relief activities were coordinated jointly, particularly with the Department for Disaster Preparedness (DDP) and the Ministry of Rural and Rehabilitation Development (MRRD). The ARCS, with a country-wide volunteer network, was recognized at grass roots and community as well as headquarters level as the biggest and most active humanitarian organization in the country.

The ARCS disaster management department and the Federation delegation actively participated in the inter-agency coordination meetings, where relevant humanitarian issues were discussed and exchanged with UN agencies, non-government organizations (NGOs) and governmental representatives. During the operation lifespan, the ARCS leadership maintained good contact with the local media, which provided good coverage of the relief

distributions. Being the lead agency in the relief operation, the ARCS enjoyed significant support from the government, local communities and the Movement components. Information on the operation was conveyed through five operations updates which were published on the Federation website, and in monthly reports to the regional delegation.

Analysis of the operation - objectives, achievements, impact

Emergency relief

Overall objective: To alleviate the suffering of the populations affected by the floods, provide immediate assistance to 10,000 targeted families and to improve the capacity of the ARCS in disaster management and logistics.

Specific objective 1: To pre-position non-food items for 10,000 families at the five regional ARCS branches (Kabul, Herat, Jalalabad, Kandahar and Mazar-i-Sharif), organize continuous assessments of the situation, carry out distributions accordingly and procure goods for replenishment.

Progress/Achievements

The breakdown of families per region affected by the floods in 2005 is shown in the table below.

Regions	No. of affected families	Affected provinces
Kabul	200	Ghazni
Herat	2,093	Nimroz, Farah, Heart and Ghor
Jalalabad	2,639	Laghman, Kunar and Nangarhar
Kandahar	400	Uruzgan
Mazar	4,819	Badakhshan, Balkh, Juzjan, Takhar, Sur-i-Pul, Kunduz, Faryab, Baghlan, and Samangan
TOTAL	10,151	

The ARCS intervened immediately after the disaster by mobilizing 485 trained staff members and volunteers to provide relief assistance to 10,151 affected families in the affected areas.

The table shows the breakdown of non-food items distributed by location, from March to July and during the fresh floods in December 2005.

N°	Month	No. Families	No. Tents	No. Blankets	No. Tarpaulins	No. Kitchen Sets	No. Jerry-cans	No. Pressure Cookers
1	March	2,142	915	6,626	1,224	810	810	1,300
	Affected provinces: Nimroz, Farah, Heart, Ghor, Balkh, Jawzjan, Laghman, Uruzgan, Ghazni							
2	April	N/A	N/A	N/A	N/A	N/A	N/A	N/A
3	May	1,049	570	3,553	934	510	930	510
	Affected provinces: Farah, Ghor, Balkh, Badakhshan, Laghman, Uruzgan, Jawzjan							
4	June	1,929	504	1,157	909	869	398	0
	Affected provinces: Sur-i-Pul, Badakhshan, Balkh, Kunduz, Faryab, Baghlan							
5	July	4,881	811	2,439	1,636	1,879	1,530	0
	Affected provinces: Balkh, Samangan, Kunar, Nangarhar, Juzjan, Kunduz, Takhar, Laghman							
6	December	150	23	161	23	23	46	0
	Affected provinces: Balkh, Sur-i-Pul							
	Total	10,151	2,823	13,936	4,726	4,091	3,714	1,810

To meet the immediate needs of the affected families, the ARCS distributed relief items from earlier operations and disaster preparedness stocks. Funds from the emergency appeal were later used to procure new stocks to replenish the disaster preparedness stocks. The procurement was carried through the Geneva logistics department.

The table below shows the non-food relief items procured through the Geneva logistics department:

Blankets	Tarpaulins	Jerry cans	Kitchen sets	Kerosene/coal stoves
10,000 pieces	10,000 pieces	10,050 pieces	10,000 sets	10,000 pieces

The items arrived in Afghanistan between November 2005 and February 2006.

Impact

A total of 10,151 affected families, comprising 10,001 families in the first phase of the operation (March-July) and 150 families during the December flash floods, benefited from the distribution of the non-food items in 2005. Relief items for the 150 families affected by the December floods were distributed from the newly procured pre-positioned disaster preparedness stock.

As of 28 February 2006, the breakdown of the balance of the ECHO-procured stocks pre-positioned in Federation sub-delegation warehouses in Kabul, Herat, Jalalabad and Mazar, is shown in the table below.

Breakdown of ECHO non-food items stock position by location.

ITEMS	UNITS	LOCATION				TOTAL
		KABUL	MAZAR	HEART	JALB	
Blankets	Pcs	1,000	1,839	2,000	5,000	9,839
Coal stove	Pcs	4,000	2,000	2,000	2,000	10,000
Jerry Cans	Pcs	5,050	1,950	1,050	1,950	10,000
Tarpaulin	Sheet	4,000	1,886	2,000	2,000	9,886
Kitchen Sets	Set	4,000	1,852	2,000	2,000	9,852

Constraints

The increasingly volatile security situation prevented the smooth implementation of the relief operation, particularly in the southern and eastern parts of the country. Poor communication between the branches and the national headquarters due to inadequate communication infrastructure and facilities hampered the delivery of timely information and reports from the disaster sites to the ARCS headquarters and to the Federation.

The difficult terrain and poor road conditions in the country made it difficult for field workers to provide on-going support to the targeted beneficiaries in remote areas.

The implementation of the relief operation was further delayed by the inadequate storage capacity at the ARCS branches.

The procurement of certain items like jerry cans was also delayed because of the Pakistan earthquake. The Pakistani government stopped the sale of such items during the earthquake to ensure sufficient supplies for its own emergency.

Specific Objective 2: To carry out first aid activities and provide primary health care as an immediate response to the crisis.

Progress/Achievements

During the reporting period, for the first time three new community-based first aid (CBFA) and community-based disaster preparedness (CBDP) workshops were conducted for 150 volunteers in the most disaster-prone areas of

Badakhshan, Kunduz and Mazar provinces. It is planned that the volunteers will have additional disaster management training in the future to strengthen disaster response in their respective communities.



A CBFA volunteer disseminating first aid and health messages to local community

A newly-developed reporting, assessment and distribution format has helped the ARCS disaster management team through easier and better communication between the headquarters and branches.

In the course of the operation, CBFA and CBDP workshops for 500 volunteers were conducted all over the country. This helped to build the national society's capacity to provide appropriate humanitarian assistance in future emergencies.

Impact

The rapid and adequate response of the ARCS to the disaster (relief operation and emergency health service) was highly valued by the local communities and authorities in the affected areas.

Constraints

Lack of communication tools/equipment was an initial constraint in the early phase of the operation. This was improved through the use of mobile phones and the ARCS disaster management emergency operational centre. However, further improvements are still needed in

the future. The ARCS plans to rebuild the emergency operational centre to enable better communication, reporting and data collection between the headquarters and branches. Security was also a major constraint, hindering access to the affected people.

Specific Objective 3: To provide basic sanitation facilities when appropriate and carry out hygiene promotion sessions to the beneficiaries at community levels.

Progress/Achievements

A total of 10,000 hygiene kits were distributed to affected beneficiaries in five regions, as shown in the table on the right.

Each kit consisted of five toothbrushes, two tubes of toothpaste, a nail cutter, two towels, two combs, a bar of soap, and teaching materials on prevention of the most common communicable diseases such as dysentery, malaria and acute respiratory infections.

Impact

The distribution of hygiene kits and awareness messages helped to improve the overall hygiene of the affected people and led to reduce incidences of infectious diseases in the internally displaced persons camps and settlements.

Constraints

Security remained the main constraint preventing the disaster management teams from regularly monitoring and evaluating the project.

Region	Province	Number	Total
Herat	Heart	800	2,000
	Ghor	400	
	Farah	400	
	Nimroz	400	
Kandahar	Zabul	950	2,000
	Uruzgan	1,050	
Jalalabad	Ningarhar	800	2,000
	Laghman	800	
	Kunar	400	
Mazar	Samagan	600	2,000
	Jawzjan	600	
	Balkh	800	
Kabul			2,000

Specific Objective 4: To improve the capacity of the ARCS in coordination, disaster preparedness and response and strengthen its logistics capacity.

Progress/Achievements

Coordination

Throughout the operation, the Federation provided technical support through trainings to help the national society improve their internal coordination mechanisms and collaboration between the various ARCS departments, particularly the disaster management, health, volunteers, and logistics and transport departments. This enabled the ARCS to mobilise a prompt and integrated response to the affected regions.

Disaster preparedness

The ARCS has a strong working relationship with the government of Afghanistan, the DDP and the MRRD at national, regional and provincial levels. The national society also maintained close relationships with other key actors, including UN agencies (UNICEF, UNAMA and WFP). With the Federation providing technical support, the ARCS played the lead role in coordinating all relief efforts with key stakeholders at national, regional and local levels, as mandated by the National Disaster Management Plan which was approved in 2005.

Logistics capacity

Following the memorandum of understanding between the ARCS and the Federation, the ARCS fleet capacity was upgraded. Six trucks were repaired and serviced at a cost of USD 30,000. A major overhaul of six Land Cruisers was carried out, as well as repairs and maintenance of ten other vehicles.

The ARCS also equipped its fleet workshop with new machinery and tools for engine repair, including a drilling cylinder machine, a rasping machine, and cranes.

Before the start of the relief operation, the ARCS did not have any logistical experience and storage capacity. To enable the ARCS to respond to the spring floods emergency, the Federation helped to procure, receive and deliver the non-food relief items to the ARCS for distribution to the beneficiaries.

During the operational period, the Federation provided technical support to help build the ARCS's logistics capacity. A warehouse/Rubb hall training workshop was carried out from 29 September to 5 October 2005 for 13 staff members and volunteers from the ARCS logistics, transport and disaster management departments on how to erect Rubb halls and manage a warehouse. The Federation also accommodated the head of the ARCS logistics department as a staff-on-loan for a month in December 2005. The head was given logistics training, which included procurement, warehousing and distribution.

The ARCS logistics and transportation department also significantly improved its daily carrying and transportation capacity from 80 to 130 metric tonnes during the operation.

Impact

The improvement in the ARCS's logistics capacity, in the areas of transportation, warehousing and fleet management, will enable the national society to respond faster to, and manage relief operations better in emergency situations in the future, particularly in regions such as Kabul and Herat.

Constraints

Poor road conditions and the difficult terrain were the main constraints experienced during this period.

The relief operation was further set-backed by the lack of transportation capacity in some disaster-prone areas such as the northern region.

The rise in insurgencies in Kandahar and partially in Jalalabad region prevented the ARCS from conducting planned fleet management trainings.

National society capacity building

During the implementation of the operation, emphasis was placed on developing the ARCS's capacity in logistics, communications, planning, budgeting and reporting. Almost all delegation resources were mobilized to assist the national society in organizing the emergency response. The main success has been the strengthening of the ARCS logistics department at headquarters level.

Communications – advocacy and public information

The relief operation helped to raise the national society's profile among the general public, particularly in Kabul. The operation received wide local media coverage, which helped to promote and highlight the nature of the ARCS's work with vulnerable communities.

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 the beneficiaries through all the activities carried out at the headquarters and provincial levels during and after the operation. The ARCS, Federation and ICRC worked together with various key stakeholders throughout the operation.

Lessons learned

Participation in the National Disaster Management Plan development process helped the ARCS and the Federation to develop better coordination with the government departments, the UN and non-governmental organisations, local and international. The ARCS also received policy mandate support from the government to deliver better services to the affected population.

Inadequate risk mapping was a major factor which delayed the start of the operation.

Adequate pre-positioned relief items in the country are critical to avoid delays in providing relief assistance during an emergency.

Inadequate capacity within the ARCS also led to delays in the distribution of relief commodities.

Inadequate coverage of the disaster by the international media led to a slow and late response from the donors to the Federation-launched appeal.

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

International Federation of Red Cross and Red Crescent Societies

M05EA005 - AFGHANISTAN: SPRING FLOODS

INTERIM FINAL FINANCIAL REPORT

Selected Parameters	
Reporting Timeframe	2005/1-2006/5
Budget Timeframe	2005/1-2006/12
Appeal	M05EA005
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		1'648'032				1'648'032
B. Opening Balance		0				0
Income						
Cash contributions						
British Red Cross		112'550				112'550
ECHO		706'800				706'800
Finnish Red Cross		61'760				61'760
Icelandic Red Cross		5'093				5'093
Japanese Red Cross Society		114'212				114'212
Monaco Red Cross		46'125				46'125
Netherlands Red Cross		197'326				197'326
Norwegian Red Cross		200'932				200'932
Swedish Red Cross		220'350				220'350
C1. Cash contributions		1'665'148				1'665'148
Outstanding pledges (Revalued)						
ECHO		179'835				179'835
C2. Outstanding pledges (Revalued)		179'835				179'835
C. Total Income = SUM(C1..C6)		1'844'983				1'844'983
D. Total Funding = B + C		1'844'983				1'844'983

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		1'844'983				1'844'983
E. Expenditure		-1'521'163				-1'521'163
F. Closing Balance = (B + C + E)		323'820				323'820

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Selected Parameters	
Reporting Timeframe	2005/1-2006/5
Budget Timeframe	2005/1-2006/12
Appeal	M05EA005
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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)		1'648'032					1'648'032	
Supplies								
Shelter	611'205		92'637				92'637	518'568
Construction			321				321	-321
Clothing & textiles	59'900		215'242				215'242	-155'342
Water & Sanitation			1'251				1'251	-1'251
Medical & First Aid	65'911		71'365				71'365	-5'454
Utensils & Tools	347'500		441'940				441'940	-94'440
Total Supplies	1'084'516		822'756				822'756	261'760
Land, vehicles & equipment								
Computers & Telecom	2'757		25'825				25'825	-23'068
Office/Household Furniture & Equipment	5'992							5'992
Others Machinery & Equipment			7'282				7'282	-7'282
Total Land, vehicles & equipment	8'749		33'106				33'106	-24'357
Transport & Storage								
Storage			2'033				2'033	-2'033
Distribution & Monitoring	89'880		96'405				96'405	-6'525
Transport & Vehicle Costs	87'527		66'178				66'178	21'349
Total Transport & Storage	177'407		164'616				164'616	12'791
Personnel Expenditures								
Delegates Payroll	79'080		35'843				35'843	43'237
Delegate Benefits	106'804		87'522				87'522	19'282
Regionally Deployed Staff	30'000							30'000
National Staff	24'381		155'696				155'696	-131'315
National Society Staff			5'611				5'611	-5'611
Total Personnel Expenditures	240'265		284'672				284'672	-44'407
Workshops & Training								
Workshops & Training	5'992		21'786				21'786	-15'794
Total Workshops & Training	5'992		21'786				21'786	-15'794
General Expenditure								
Travel	5'992		13'828				13'828	-7'836
Information & Public Relation	5'992		2'096				2'096	3'896
Office Costs	11'997		24'558				24'558	-12'561
Communications			14'247				14'247	-14'247
Financial Charges			511				511	-511
Other General Expenses			40'112				40'112	-40'112
Total General Expenditure	23'981		95'351				95'351	-71'370
Program Support								
Program Support	107'122		98'876				98'876	8'247
Total Program Support	107'122		98'876				98'876	8'247
TOTAL EXPENDITURE (D)	1'648'032		1'521'163				1'521'163	126'869
VARIANCE (C - D)			126'869				126'869	