

WINTER ASSISTANCE IN THE KABUL INFORMAL SETTLEMENTS
WINTER 2015/2016 – SUMMARY OF ASSESSMENT RESULTS, APPROACH AND INTERVENTIONS

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I. Results of the needs assessment from November 2015

Every year, the Task Force on the Kabul Informal Settlements conducts a needs assessment to inform planning for winter assistance and other types of interventions in the 50 informal settlements or slum areas scattered around the city of Kabul.

The last needs assessment took place in November 2015. Its main purpose was to help define vulnerability criteria to target assistance to those families in the KIS that need it most. This was the first time that the KIS Task Force made an attempt to target assistance based on vulnerability. Previous assistance programmes provided assistance to all families in the KIS regardless of their individual vulnerability status (“blanket” distribution).

A number of KIS Task Force members contributed staff and their expertise to the needs assessment: Adventist Development and Relief Agency, Care International, Terre Des Hommes, Danish Refugee Council, International Rescue Committee, United Nations High Commissioner for Refugees (UNHCR), United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), Welthungerhilfe, World Food Programme (WFP) and the Ministry of Refugees and Repatriation (MoRR). Coordination, training and technical guidance were provided by a core team consisting of UNOCHA, Welthungerhilfe and WFP.

The table below summarises the results of the needs assessment. A separate report on food security has been developed and circulated by WFP.

Household characteristics	
Average household size	8.55 persons per household
KIS population per age group	Under 5: 29 % 5 to 17 years old: 37 % 18 to 64 years old: 32 % 65 years and older: 3 %
Number of families per household	Households with 1 family: 75 % Households with 2 families: 15 % Households with 3 families: 6 % Households with more than 3 families: 4 %
% of households with at least 1 pregnant or lactating woman	61 %
% of households with at least 1 disabled person	18 %
% of households with at least 1 chronically ill person	39 %
% of households reporting drug-addicted household members	4 %

Characteristics of the head of household	
% of households headed by women	11 %
Heads of household per age category	Under 18 years old: 1 % 18 to 44 years old: 63 % 45 to 64 years old: 29 % 65 years and older: 7 %
Marital status of heads of household	Married: 92.50 % Widowed: 7 % Never married: 0.50 %
% of heads of household with a disability	0.75 %
Heads of households per highest level of education attained	No school: 83 % Primary school: 8 % Middle school: 3 % High school: 2 % Islamic school: 2 % Other: 2 %
Food security¹	
Food security status of households ²	Severely food insecure: 48 % Moderately food insecure: 32 % Food secure: 20 %
Households per food consumption score	Households with poor food consumption: 42 % Households with borderline food consumption: 54 % Households with acceptable food consumption: 4 %
% of households using food-based coping strategies	Households with high coping: 29 % Households with medium coping: 41 % Households with no or low coping: 30 %
Households per food expenditure share (past three months)	Very high food expenditure (75 % or more): 7 % High food expenditure (65 – 75 %): 4 % Medium food expenditure (50 – 65 %): 48 % Low food expenditure (less than 50 %): 41 %
Income and expenditure	
Most important income sources (multiple options possible)	Casual labour (not construction): 64 % Casual labour (construction): 36 % Small businesses: 21 % Borrowing: 13 % Begging: 6 %
Households per number of income earners	Households with 1 income earner: 71 % Households with 2 income earners: 20 % Households with 3 income earners: 6 % Households with more than 3 income earners: 3 %
Household income over the three months preceding the survey (September to November)	Households having earned < 10,000 AFN: 40 % Households having earned between 10,000 and 20,000 AFN: 53 %

¹ Taken from a separate report by WFP on food security, published in November 2015

² Food security status was determined using the Food Consumption Score and the Coping Strategies Index.

	Households having earned between 20,000 and 30,000 AFN: 3 % Households having earned > 30,000 AFN: 4 %
Percentage of families under national poverty line of 1,710 AFA/month/person ³	97 %
Households as per debt holding	Households with no debt: 16 % Households with debt less than 50k AFN: 59 % Households with 50-100k AFN debt: 18 % Households with more than 100k AFN debt: 7 %
Average household expenditure in % of total expenditure during 3 months preceding the survey (in brackets: estimated average household expenditure for the 3 months following the survey) ⁴	Food: 48 % (47 %) Firewood: 20 % (27 %) Health: 19 % (16 %) Debt repayments: 6 % (3 %) Non-food items: 4 % (2 %) Water: 2 % (2 %) Other: 1 % (3 %)
Shelter	
Types of shelter	Shelter with mud wall and tarpaulin roof: 72 % Shelter with mud wall and solid roof: 13 % Tent: 6 % Shelter with half mud wall and half tarpaulin wall: 5 % Other: 4 %
Agreements with land owner	Households with no agreements: 44 % Households with informal agreements, not paying rent: 40 % Households with rental agreements: 12 % Households with formal arrangements, not paying rent: 2 % Other: 2 %
% of households paying electricity fees	7 %
% of households paying Safayee	3 %
% of households paying water fees	10 %
Health	
Main health provider used (multiple options possible)	Hospital: 44 % Clinic: 28 % Private doctor: 24 % Traditional healer: 5 % Traditional birth attendant: 2 %
Intentions and future options	
Top 5 provinces of origin	Helmand: 20 % Kabul: 16 % Laghman: 14 % Nangarhar: 11 %

³ The national poverty line has been defined by the 2011-2012 National Risk and Vulnerability Assessment

⁴ In the questionnaire, households were asked to provide estimates on how much they spent or will spend on different expenditure categories as a percentage of total expenditure for the past three months (September to November) and for the next three months (winter months, December to February). There were no significant differences between expenditure patterns between the two periods, except for firewood.

	Kunduz: 8 %
Duration of stay in Kabul	3 years and less: 20 % Between 4 and 8 years: 42.50 % Between 9 and 12 years: 21 % More than 12 years: 16.50 %
Main reasons for leaving provinces of origin (multiple options possible)	Lack of security: 82 % Lack of jobs: 67 % Persecution and targeting: 21 % No access to basic services: 14 % Land grabbing: 10 %
% of households that would be willing to go back to places of origin	26 %
Preferred option of households that are not willing to go back to places of origin	Local integration: 64 % Resettlement elsewhere in the country: 32 % Other: 4 %

Methodology: The needs assessment was based on a quantitative survey, using a household questionnaire that was jointly developed by Task Force members. The unit of analysis was the household, there was no aggregation of data at settlement level. To select households for interviews, systematic random sampling was applied to a sampling frame. As sampling frame, the Task Force used the family listing that was prepared for the 2014 winter assistance programme. The sample size was 400 families.

II. Targeting based on vulnerability criteria

For the first time, Task Force members attempted to target their assistance to the most vulnerable families in the KIS instead of providing assistance to all families in the KIS regardless of their individual vulnerability status (“blanket” distributions). “Targeting” is new, both for the communities in which the Task Force works and for the organisations delivering winter assistance. The major challenge was to build community acceptance for this new approach and to identify objective targeting criteria that are acceptable to communities and that can easily be applied by field staff in the KIS context which is marked by a generally high level of poverty and vulnerability.

WFP analyzed the needs assessment data with a view to identifying simple and practical targeting criteria for food assistance, while Welthungerhilfe provided analysis for the targeting of firewood assistance. The results of the two types of analysis were largely overlapping; Task Force members therefore agreed to one common set of indicators/criteria to be used for targeting:

- Female-headed households
- Household head is older than 45 years
- Household head has no education or only Islamic education
- Households with more than 8 members
- Households with more than 2 children under 5
- Households with more than 1 elderly person
- Households with more than 1 disabled person

- Households with more than 1 chronically ill person
- Households with more than 1 drug addicted person
- Household with more than 1 pregnant woman
- Households with no working age adults
- Households living in shelter with mud walls and tarpaulin roof, or households living in tents

At Task Force level it was agreed that families meeting 2 or more vulnerability criteria are eligible for food/cash assistance and families meeting at least 1 vulnerability criteria are eligible for fuel assistance. In the 12 camps covered by the Danish Refugee Council a different approach was applied: all households meeting at least 1 of the criteria above were eligible for cash and firewood assistance.

III. Locations for winter assistance interventions and beneficiary figures

In December 2015, KIS Task Force members have conducted a joint beneficiary registration and verification exercise to identify, register and verify families for winter assistance distributions. More than 30 representatives from WFP, UNHCR, OCHA, DRC, WHH, CARE, IRC, TdH, ADRA and MoRR facilitated the registration and physical verification of KIS families. Meetings with community elders were held in all KIS in order to inform them about the process – particularly the targeting criteria – and to ensure community buy-in.

During verification, families received so-called “tokens” which have a unique serial number and help ascertain the identity of beneficiaries during distributions. The Task Force had agreed to register all KIS families that meet at least one of the agreed-upon vulnerability criteria. The total number of registered families is slightly below the number of families that have been registered the previous verification exercise conducted in November 2014.⁵

No	Location	Number of registered families
1	Deh Mazang, Close to Elmo Farhang, PD 3, Kabul City	16
2	Parwane Do (1), PD 4, Kabul City	30
3	Parwane Do (2), PD 4, Kabul City	38
4	Parwane Do (3), PD 4, Kabul City	47
5	Karti Parwan, PD 4, Kabul City	58
6	Hotele Gule Sorkh, PD 4, Kabul City	93
7	Shahrake Police (Chamani Babrak), PD 4, Kabul City	663
8	Sarake Panj Proja Tamani, PD 4, Kabul City	69
9	Sarake Do Proja Tamani (2), PD 4, Kabul City	74
10	Nasir Khasrow Balkhi, PD 4, Kabul City	42
11	Behind Police Station, PD 4, Kabul City	19
12	In front of Tajwar Sultana High School, Tamani PD 4, Kabul City	31
13	Puli Campany No 1, PD 5 Kabul City	874
14	Puli Campany No 2, PD 5 Kabul City	202

⁵ 8,028 families were counted during the verification exercise in November 2014. During this verification exercise, *all* families in the KIS were registered irrespective of their individual vulnerability situation. During the verification exercise 2015, only families meeting at least 1 vulnerability criterion were registered. In some camps, however, families not meeting any vulnerability criterion threatened to disrupt the process if they were not registered and given tokens; for practical reasons, some field teams therefore took the decision to register *all* families.

15	Marastoon, PD 5, Kabul City	40
16	Qalai Wazir, PD 5, Kabul City	71
17	Charahi Qamber (1), PD 5, Kabul City	265
18	Charahi Qamber (2), PD 5, Kabul City	1456
19	Dewan Begi, PD 5, Kabul City	190
20	Behind Shadab Zafer Flats, PD 5, Kabul City	53
21	Sarak Awal Silo, PD 5, Kabul City	9
22	Qalai Wahid, Kochi Moter Shayee, PD 5 Kabul City	88
23	Behind Habibia High School, PD 7, Kabul City	55
24	Nasaji Bagrami (1) (Tapa Bagrami), PD 8, Kabul City	223
25	Nasaji Bagrami (2) (Tapa Bagrami), PD 8, Kabul City	158
26	Kodakistane Bagrami, PD 8, Kabul City	114
27	Tamir Mili Bus (Gudamha Mili Bus), PD 8, Kabul City	55
28	Sarake Do Karte Naw, (1) PD 8, Kabul City	77
29	Puli Safeed, Bene Hesar PD 8, Kabul City	20
30	Qalai Barqi (1), PD 8, Kabul City	27
31	Qalai Barqi (2) PD 8, Kabul City	48
32	Charahi Hwza Hashat	11
33	Sarak Do Karti Now. PD 8 (2) Kabul City	109
34	Ghaibi Baba (Tapa Karte Naw), PD 8, Kabul City	156
35	In front of Hewadwall Blocks, PD 8, Kabul City	265
36	Qala-e-Khater PD 10, Kabul City	55
37	Shahrak-Aria (Qalai Chaman), PD 10, Kabul City	19
38	Proje Hussain Khil, Bagrami/ PD 12, Kabul	780
39	Puli Shina No 1 Bagrami/ PD 12, Kabul	418
40	Pule Shina No 2 PD 12 Kabul City	309
41	Qasaba, Near Tasadi no 4/ Kabul Airport, PD 15, Kabul City	74
42	Block Hai Qasaba, PD 15, Kabul City	109
43	Dashti Qasaba, PD 15, Kabul City	45
44	Charahi Lab Jar, behind Khana Noor High School, PD 15 Kabul City	52
45	Shahrake Zakreen, PD 17 Kabul City	69
46	Ada Mazar, PD 17, Kabul City	40
47	Near Kotal Check Point, PD 17. Kabul City	44
48	Bagh Dawood, Paghman / PD 14, Kabul	89
49	Behind Parliament (Darul Aman) PD 7 Kabul City	30
50	Gul Buta PD 8 Kabul City	30
	Total	7,909

IV. Resources and types of assistance provided by KIS Task Force members

The following KIS Task Force members have mobilized resources for winter assistance in the KIS for the winter 2015/2016:

Organisation	Planned or delivered assistance
Terre des Hommes	Cash assistance to 376 beneficiaries, 30 USD per beneficiary
World Food Programme	Voucher assistance to 4,677 beneficiaries (voucher value: 4,000 AFN per family, earmarked for food supplies)
Welthungerhilfe	Fuel packages to approximately 4,750 families, each fuel package consisting of 200 kg of firewood, 20 kg of kindling and 2 bottles of

	fire starter gel (in some settlements, the fuel package had to be reduced in order to cover a higher number of beneficiaries that would otherwise have been possible)
Danish Refugee Council	<ul style="list-style-type: none"> Fuel packages to 1,588 families, each one consisting of 200 kg of firewood, 20 kg of kindling and 2 bottles of fire starter gel Cash payments of 8,000 AFN to 1,588 families (according to DRC calculations, 6,000 AFN cover the food needs of 1 family of 7 persons for 1 month; 2,000 AFN are provided for additional essential expenses such as health)
Islamic Relief	Fuel packages to 1,465 families, each fuel package consisting of 200 kg of firewood
National Federation of UNESCO Associations in Japan (NFUAJ)	440 food packages, each including 50 kg of wheat flour, 5 kg of vegetable oil and a children’s package worth approximately 2,700 AFN (nutritious foods such as beans, biscuits, cereals etc.)

V. Outlook

Targeted assistance: This year for the first time the Task Force made a serious attempt to provide assistance in a more targeted way: food and cash assistance was earmarked for families meeting at least 2 of the vulnerability criteria, fuel assistance was earmarked for families meeting at least 1 of the vulnerability criteria that the Task Force had agreed upon based on the needs assessment conducted in November 2015⁶. Community acceptance for this type of targeting in the KIS is still low in spite of community outreach and awareness raising efforts. More efforts will be needed to build acceptance for targeted assistance. Also, organisations will need to get more experience in implementing such type of targeting in the KIS context.

Standards for food packages: At present, the KIS Task Force has only standards for fuel packages. A one-month ration of fuel includes 200 kg of firewood, 20 kg of kindling and 2 bottles of fire starter gel. Task Force members adhere to this standard broadly, although some organisations had to reduce their packages to be able to reach a greater number of beneficiaries than their resources would have otherwise permitted. For food and cash, the KIS Task Force has not established any standard; food and cash packages therefore differ widely between organisations providing assistance in the KIS. It was suggested by one KIS Task Force member to harmonise food packages (or cash amounts) for the next winter assistance programme.

Households versus families: One KIS Task Force member raised the question as to whether future assistance is to be provided based on households or based on families. In the Afghan context, a household is defined as a group of people who are living together under the same ceiling, eat from the same cooking pot and share their income and expenditure. They can be blood relatives or not. A household can be comprised of one or more families. Assistance is currently provided on a family-basis (rather than on a household basis), while the needs assessment looks at the household-level. 75 % of all households in the KIS consist of just 1 family.

⁶ In the 12 camps covered by DRC a different approach was used: all families meeting one vulnerability criterion received both fuel and cash assistance.

Future assistance projects for the KIS: WFP considers a change in the approach towards assistance in the KIS, by focusing more on job and asset creation (i.e. cash-for-work, vocational training etc.) instead of free food distributions.

Annex 1: The Kabul Informal Settlements

The Task Force on the Kabul Informal Settlements (KIS) counts a total of 50 informal settlements or slum areas that are scattered all over the city of Kabul. The population in the KIS is estimated to comprise around 40,000 individuals⁷. Most KIS inhabitants live in slum-like conditions. Their shelters do not provide sufficient protection against the cold and wet winter months, are over-crowded and do not provide sufficient privacy. In many locations a huge number of families share a small numbers of hand pumps to access clean water. The population lives under constant threat of evictions. Access to basic services and public infrastructure is very limited.

The inhabitants of the KIS are made up of conflict-induced internally displaced people, returnees, economic migrants and ethnic minorities (Kuchis, Jogis). Our needs assessment from November 2015 shows that for most KIS residents insecurity has been the most important push factor that made them leave their places of origin, followed by economic reasons.

Approximately half of the current population in the KIS lives in settlements that have been established 2010 or later. The other half lives in camps established between 2002 and 2009. The most recent sites were formed in 2014 to shelter conflict-induced IDPs from Helmand

People in the KIS do not have tenure security and live on the sites mostly without legal protection or formal arrangements.

Evictions are frequent. Over 2015, the population of three KIS were forced to leave their area and move to another location. Approximately 140 families were affected. Another seven KIS locations have received eviction notices or were in discussion with land owners about leaving their land. There are nearly 1,000 families affected by these eviction notices.

Due to the informal nature of the settlements, it has so far not been possible for international development actors to support shelter upgrading or the construction of permanent structures in the camps such as schools, clinics, roads etc. Interventions focus mostly on protection, humanitarian and livelihood assistance.

⁷ Verification exercise November 2014

Annex 2: The Task Force on the Kabul Informal Settlements

The Task Force is a platform for UN agencies and NGOs to coordinate humanitarian and other types assistance in the Kabul Informal Settlements. Every year, the Task Force conducts a needs assessment to inform planning for winter assistance and other interventions. The Task Force is co-chaired by UNOCHA and Welthungerhilfe. It works closely with the Department for Refugees and Repatriation for Kabul Province as well as the Ministry of Refugees and Repatriation. Its focus is on IDPs in prolonged displacement that live in one of the currently 50 Kabul Informal Settlements.

Annex 3: Ongoing interventions in the KIS (not exhaustive; not including winter assistance)

Organisation	Project
International Rescue Committee	Project covering primary education, livelihoods, hygiene and protection.
Terre des Hommes	Terre des Hommes offers community-based house-to-house reproductive and newborn care (under 6 months old) services in 19 KIS. Funding is secured until the end of 2016.
Afghan Educational Children Circus/Welthungerhilfe	Welthungerhilfe's local partner Afghan Educational Children Circus is providing child-friendly spaces and recreational activities for children in several KIS. Funding is secured until mid-2018
SHRDO	SHRDO provides health services in 28 settlements. Funding is secured until mid-March 2016.
ACF	Nutrition Assessment
Hagar International	The organisation Hagar International is implementing a psychosocial support project for KIS inhabitants that are survivors of and/or at heightened risk of sexual- and gender-based violence. The project has started in 2 settlements in 2015, and will expand to 4 more settlements in 2016.