



**September 2017 – February 2018**

**Final**

**Joint Winterization Response Strategy**

**The Government of Afghanistan and the Emergency Shelter/NFI Cluster**

*(Endorsed by the DiREC on 17 October 2017)*



**Shelter Cluster Afghanistan**  
ShelterCluster.org  
Coordinating Humanitarian Shelter

## Table of Content

Page

1. <b>General Overview</b> .....	2 & 3
2. <b>Objective of the Winterization Response</b> .....	3
3. <b>Coordination</b> .....	3 & 4
I. <i>Coordination at the National Level</i> .....	3
II. <i>Coordination at the Provincial Level</i> .....	3 & 4
III. <i>Timeline</i> .....	4
IV. <i>Minimum Winterization Package</i> .....	4
V. <i>Modalities and types of assistance</i> .....	4
4. <b>Beneficiary selection, Targeting, vulnerability and cross-cutting issues</b> ...	4 & 5
I. <i>Beneficiary Selection</i> .....	5
II. <i>Targeting</i> .....	5
5. <b>Information Management</b> .....	5 & 6
I. <i>Needs Assessment</i> .....	5 & 6
II. <i>Reporting</i> .....	6
III. <i>Monitoring</i> .....	6
IV. <i>Information Campaign</i> .....	6
6. <b>Resource Mobilization</b> .....	7

## 1. General Overview:

- I. During the last winter season (2016/2017), 33 out of 34 provinces were affected by extreme weather conditions that included heavy snowfall, avalanches and rain related disasters.
- II. According to OCHA, from January to August 2017, there have been 144 persons killed and 125 injured due to natural disasters, with almost 50,000 persons affected in total, mostly by floods. More than 12,000 were affected by avalanches or heavy snowfall<sup>1</sup>.
- III. According to OCHA and MoRR, from January to 20 September 2017, more than 257,000 persons have been newly displaced by conflict in 2017, with 19% in hard to reach areas. The Western region is the second most affected (over 50,000), after the Northeast region<sup>2</sup>. According to MoRR, more than 300,000 persons returned (documented and undocumented) to Afghanistan from January to September 2017. This amounts to approximately 79,571 (IDP and returnee) families based on the average family size of seven persons.
- IV. According to the Multi-Cluster Needs Assessment conducted by REACH in informal settlements in the Northern, Western, Eastern and Central regions in 2017, 69% people need fuel (the highest in the North and West, 80%) and 73% need winterization materials (highest rates in the South East and North, 85% and 89% respectively).
- V. An NRC study revealed that 37% of those in the hard to reach areas live in worsening shelter conditions including damaged shelters, tents and makeshift structure as compared to 47% in urban areas.
- VI. An IOM DTM assessment conducted in Baghlan, Balkh, Kabul, Kunar, Kunduz, Laghman, Nangarhar, Paktia, and Takhar regions also indicates that some IDPs and returnees are living in very poor shelter conditions. Some squat in abandoned and ruined properties, others live in tents or dig holes covered with tarpaulin.
- VII. Winterization is one of the Core Focus Areas of the DiREC Policy Framework and an integrated part of the ES/NFI Cluster Strategy. UNHCR is the ES/NFI Cluster Lead Agency with support from IOM as the Co-chair.
- VIII. Afghanistan consists of 70% mountainous areas at high altitude making populations located in these areas more vulnerable to winter conditions. Furthermore, 21 of the country's 34 provinces across the central, Central Highlands, North, North-Eastern and Westerns regions did not only experience the most extreme and lasting winter temperatures but also host large IDP and recent returnee populations
- IX. In coordination with the government, **appropriately 78,013 families<sup>3</sup> (546,091 individuals)** are expected to be affected by the impending winter conditions. The projections are based on historical information, new displacements and returns, 2016 winterization response and a recent REACH multisector survey.
- X. As winter temperatures including wet weather approaches, preparedness and response measures are vital to providing life-saving assistance in mitigating modality, protection

---

<sup>1</sup> <https://www.humanitarianresponse.info/en/operations/afghanistan/natural-disasters-0>

<sup>2</sup> <https://www.humanitarianresponse.info/en/operations/afghanistan/idps>

<sup>3</sup> Refer to annex 1 (Projections per province)

risks, protection from elements and other health risks that are associated with the harsh weather conditions.

- XI. A timely winterization response will save lives, prevent and mitigate protection risks (especially for women and children) and assist to address the extreme weather-related causes of poor health outcomes, overcrowded conditions, negative coping mechanisms and secondary displacements, amongst others

## **2. Objective of the Winterization Response:**

- I. The primary objective is to provide a coordinated and timely winterization life-saving response to the most needed vulnerable population through a community-based approach. This is consistent with DiREC goal two (2).
- II. Based on lessons learned from the *2016 UNHCR Post Distribution Monitoring*, all measures will be taken to avoid reoccurrence of issues related to information management, coordination, mobilization of resources and communication with communities, post-distribution monitoring, due diligence in the beneficiaries' selection process and effective monitoring and reporting during the implementation phase.
- III. **The objective is limited to Winterization and does not include other inter-sectoral or inter-cluster Natural Disaster Responses such as sudden onset emergencies including flooding, landslide, earthquake and avalanches. For these specific cases, OCHA will lead the inter-cluster response in coordination with the Government.**

## **3. Coordination:**

### **The Government of Afghanistan will lead and coordinate the overall Winterization Response.**

- I. Coordination at the National Level:** The ES/NFI Cluster (UNHCR as the Lead Agency in coordination with IOM as the Co-chair) will liaise directly with MoRR and ANDMA (representing the government) for the technical coordination and address any situation that may arise.

Both MoRR and ANDMA will provide regular updates to the government through the DiREC while UNHCR as the ES/NFI Cluster Lead Agency will keep all partners informed at the National Level through the current ES/NFI Cluster mechanisms.

As may be needed, the ES/NFI Cluster Coordination Team will arrange a joint monthly meeting with the government (MoRR & ANDMA) and Cluster partners involved in the Winterization response to brief on the response, gaps and challenges.

- II. Coordination at the Provincial Level:** ES/NFI Cluster (UNHCR in coordination with IOM and the Provincial Focal Points) will liaise directly with DoRR, ANDMA (Representing the government) to coordinate the overall response at the Provincial level.

DoRR will provide regular updates to the Provincial Governors and other entities on the response and follow-up to address any challenges or concerns. The Cluster will inform the humanitarian partners regularly through the current coordination mechanisms with the participation of DoRR, OCHA and ADNMA. In areas where an inter-cluster response is required, OCHA will coordinate the response.

**Humanitarian Agencies:** A total of eleven humanitarian agencies (**UNICEF, Islamic Relief, CARE, QRCS, WHH, UNHCR, ADRA, IOM, Mission East, Save the Children**) are currently

involved in the winterization response. However, other Cluster partners are interested but the lack of resources is the major challenge.

**III. Timeline:** Extreme winter conditions usually occur from December – February. All efforts will be made to ensure that assistance is delivered in the high winter season in a timely manner. Assessments will commence in October subsequently with the delivery of assistance.

**IV. Minimum Winterization Package:**

The agreed standard Winterization Strategy is as follows:

Option 1:

- One Gas Cylinder 5kg Capacity and 60kg gas/month x 3 months

Or **Option 2:**

- One Bukhari Stove and Firewood (200kg/Month x 3 months) as a last resort considering the environment and health implications

As a complementary assistance, 3 blankets and winter clothing can be distributed following needs assessment.<sup>4</sup>

- ✓ Provision of gas cylinder and gas is preferable due to this being environmental friendly. The Fuel for winterization will be provided to support families for the minimum of three months.
- ✓ Depending on the assessment, cash assistance valuing **\$200** will be distributed to allow families to procure the items including fuel.

**V. Modalities and types of assistance**

Cash based intervention is the agreed modality of assistance to ensure flexibility in addressing the urgent and specific needs in an effective and timely manner. As part of the response and contingent with the availability of resources, extremely vulnerable families will be supported to upgrade existing shelters that are in very bad conditions. The types of assistance varies according to needs:

- **Immediate shelter assistance prior to winter:** **a)** replacement of damaged tents, **b)** provision of materials, tools and support to upgrade existing shelters in very bad conditions **c)** emergency shelter kit as appropriate to those living in open space. This assistance is to be provided from September to November 2017 before the harsh winter in December 2017 – February 2017.
- **Winterization Assistance Package:** **a)** cash assistance for winter kits, **b)** cash assistance for rent for temporary relocation from extremely high winter unsuitable conditions, **c)** distribution of extra blankets and clothing if available

**4. Beneficiary selection, Targeting, vulnerability and cross-cutting issues**

- Winterization interventions will be based on the most urgent shelter and NFIs needs to raise and maintain appropriate body temperature, provide protection from elements and mitigate protection and health associated risks.
- Targeting methodology will be protection sensitive and will consider mitigating protection risks for women and children in particular on the basis of protection risks analysis as set out in the ES/NFI Cluster strategy.

---

<sup>4</sup> [ES/NFI Standard Winterization Package](#)

- Further, the vulnerability targeted approach will be community needs based and not on a status based approach to maintain peaceful coexistence.
- In addition to the most vulnerable families, priority will be given to those expected to be in critical climatic conditions due to altitude, temperature and weather, including the following
  - Families living in open space
  - Families living in damaged, makeshift and poor shelters conditions
  - Families at risk of forced eviction
  - Families living in informal settlement
  - Families forced to relocate and in urgent need of shelter assistance

#### I. Beneficiary Selection:

- A list of vulnerable families/Households who meet the criteria (Vulnerable IDPs, Returnees, host community without any support or income in need of Winterization assistance) can be referred by a Community Beneficiary Committee (Representative of the community, CDC, IDP, Shura, Returnee ensuring that women are represented) in coordination with DoRR, Provincial authority or by agencies to the Beneficiary Screening/Selection Committee (UNHCR, ES/NFI focal Point, IOM, DoRR).
- The Beneficiary Selection Committee (BSC) will then screen the list to identify duplication before submitting it to the Joint Assessment Team (JAT) for verification in the field. The JAT would be comprised of cluster partners including UNHCR and IOM, DoRR, if possible or to be decided. During the field assessment, JAT can also include those who meet the criteria but were not recommended to the BSC.

II. **Targeting:** The assessment results including list of vulnerable population assessed will be provided to the BSC for screening, prioritization and selection of targeted beneficiaries using the vulnerability Code Card<sup>5</sup>. The final results will be shared through a coordination meeting with all partners and a coordinated response arranged by prioritizing those districts expected to be highly impacted by the harsh winter.

- **The beneficiary selection process is not to delay the response but to ensure transparency and equal access to those in dire need. Winterization assistance is expected to be delivered within two weeks upon receipt of the list from the community or partners and following the assessments.**

## 5. Information Management

### I. Needs Assessments:

- A total of 78,013 families (546,091 individuals<sup>6</sup>) are estimated to be living in the high altitude winter areas in the 34 provinces and would be in need of winterization assistance. This is based on historical information, 2016 winterization response and the recent REACH multisector survey. The planning is based on new displacement and returnees in 2017 and vulnerable host communities as well as other affected population.
  - 19,274 returnee families (134,918 individuals)
  - 26,541 Internally Displaced Families (185,781 individuals)
  - 32,198 vulnerable host/affected communities families (225,386 individuals)

---

<sup>5</sup> Vulnerability Score Card is a tool used to identify the most vulnerable families in dire need for targeted assistance. Refer to Annex 2

<sup>6</sup> Average size per family is seven

- A standardized winterization assessment tool will be used to ensure a harmonized approach and analysis of data. A confidentiality data sharing agreement of beneficiary information will be agreed especially in areas where two or more partners are expected to respond.
  - Priority for the assessments will be conducted in areas expected to experience the harsh weather conditions as of October 2017<sup>7</sup>.
  - During the assessment, JAT will seek the consent of beneficiary to share their data and any decision must be respected. The total projection of the population expected to be affected by the harsh winter is based on historical data and the 2016 winterization response for planning purposes. The needs assessment will determine the actual needs and gaps.
- II. Reporting:** Winterization being one of the annual seasonal activities and in line with the DiREC, bi-weekly updates will be submitted through the DiREC Monitoring Cell.
- UNHCR as the ES/NFI Cluster Lead Agency will compile reports from humanitarian agencies and share with the DiREC Monitoring Cell in the agreed format.
  - For the response by the Government, MoRR will compile the reports from the provincial government and share with the DiREC Monitoring Cell using the same agreed format.
  - The DiREC Monitoring Cell will consolidate and finalize the joint reports and will share with the DiREC. Both UNHCR and MoRR will jointly cross check reports to ensure consistency and avoid discrepancies.
- III. Monitoring:** On-site monitoring is expected to take place by the individual agencies to ensure the delivery of assistance to the targeted population. Feedback and complaint mechanisms will also be at the distribution site with awareness on how the population can make use of the system. Joint monitoring with DoRR would be agreed.
- In line with the ES/NFI Cluster Strategy, each agency is requested to conduct Post Distribution Monitoring (PDM) using the agreed Cluster template or incorporate specific Cluster questions within their agency's tool to measure impact, gather lessons learnt, strengthen accountability to the affected populations in April 2018 and share reports with the ES/NFI Cluster.
  - Depending on the availability of funds, UNHCR as the Lead Agency intends to conduct a post winterization evaluation through an external source. The results, in addition to the individual PDM, will inform the 2018/2019 Winterization response. An environmental survey might be considered to find a more appropriate alternative to heating fuel.
- IV. Information Campaign:** Community participation and awareness about the winterization response process including needs assessments, entitlement, complaints and feedback mechanisms is key to ensure a common understanding and mitigate high expectations as well as tensions.

Similarly, MoRR and ANDMA will inform DoRR and provincial authorities about the Winterization Response to enhance coordination and facilitate humanitarian access.

---

<sup>7</sup> Refer to the Winterization Plan Annex 3

## 6. Resource mobilization: ( capacity and gaps):

As per the projection, **78,013 families** will be in need of winterization assistance which translates to **\$15,602,600** of the overall needs based on the standard package of **\$200 per family to last an average three months**.

- So far, the Cluster has capacity to cover **39,788 families (\$7,957,600) with heating materials for three months** through advocacy with bilateral donors and the common humanitarian funding mechanisms leaving a gap of **38,225 families (\$7,645,000)**. **Additionally, clothing and blankets are available for 50,460 families to complement the assistance.**

### Summary of commitment by agencies so far:

Agency	Targeted families	Package per family
UNHCR	38,923	\$200 for heating materials and three blankets
UNICEF	31,300	Winter clothing and three blankets
Islamic Relief	2,000	Heating materials ( <i>Incomplete package</i> )
CARE	250	\$90 for fuel, winter clothing and three blankets
WHH	500	\$200 for heating materials
IOM	510	\$60 for one month fuel, gas heater, winter clothing and three blankets ( <i>Incomplete package</i> )
ADRA	3,295	100kg stone coal or 200kg firewood (not full package)
Save the Children	1,770	Winter clothing for children and three blankets
Mission East	200	Heating materials
QRCS	1,500	Winter clothing for children and three blankets

In view of the above, the total needs and gaps for the standard package of \$200 for three months heating materials can be translated as below:

Total needs (families)	Available resources by the Cluster (families)	Gaps (families)
<b>78,013</b>	<b>39,788</b>	<b>38,225</b>
<b>\$15,602,600</b>	<b>\$7,957,600</b>	<b>\$7,645,000</b>

***\*The funding gap is the direct amount to the affected families and does not include operational and administrative costs***