



## **Winter Assistance to the Kabul Informal Settlements 2014/2015 Report on the Post-Distribution Monitoring Survey**

**Task Force on the Kabul Informal Settlements - April 2015**

## **1. Introduction and background**

This report presents the results of a post-distribution monitoring survey that was conducted between 2 and 9 March 2015 to assess the effectiveness of winter assistance provided by six organisations (ADRA, DRC, Islamic Relief, VUSAF, Welthungerhilfe, WFP) to 51 Kabul Informal Settlements (KIS) during the winter 2014/2015. The survey was conducted under the auspices of the Kabul Informal Settlements Task Force.

### **1.1. Kabul Informal Settlements**

Approximately 40,000 individuals live in the 51 Kabul Informal Settlements (KIS). Most of the KIS inhabitants are returnees from Pakistan and Iran, or internally-displaced people (IDPs) fleeing conflict, insecurity or human rights abuses in their provinces of origin. The KIS also host a number of Kuchi<sup>1</sup> and other ethnic minorities, as well as economic migrants that came to Kabul in search of better job opportunities.

The 51 KIS are located on privately or government-owned land, and are under constant threat of evictions. The oldest settlements date back to 2002 and were established when Afghan started to return to Kabul after the fall of the Taliban regime. The most recent sites were formed in 2014 to shelter conflict-induced IDPs from Helmand.

Almost all shelter in the KIS can be classified as slum households, as per the UNHABITAT definition<sup>2</sup>. 43 % of KIS inhabitants do not have access to safe drinking water and 67 % of households lack latrine facilities<sup>3</sup>. Most shelters in the KIS have only tarpaulin roofs providing inadequate protection against the climatic conditions prevalent in Kabul. KIS inhabitants have limited access to basic services such as schools, hospital and water, and household incomes are low and unpredictable, as the vast majority of households rely on irregular daily labour or informal work.

The availability of daily labour decreases significantly during the winter, leaving households with lower incomes at a time when more money is needed for heating. This vulnerability leaves households unable to fulfil their basic food or heating needs during the cold winter months, placing them at a higher risk of illness and death.

### **1.2. KIS Task Force**

The KIS Task Force was formed in 2011 as an operational coordination body to support winter assistance. Since 2014, the Task Force is co-lead by UNOCHA and Welthungerhilfe. The Task Force is solely operational and focused on humanitarian assistance. Long-term solutions are under the auspices of the Protection Cluster and the IDP Taskforce.

### **1.3. Winter assistance 2014/2015**

Winter assistance to the Kabul Informal Settlements is guided by Guiding Principles that were consolidated and endorsed by the KIS Task Force in September 2014. The Guiding Principles set standards for heating

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<sup>1</sup> Kuchi are an ethnic nomadic minority in Afghanistan whose traditional livelihood is livestock rearing. Many Kuchi lost their livestock or access to grazing areas due to insecurity and conflict.

<sup>2</sup> UN-HABITAT defines a slum household as a group of individuals living under the same roof in an urban area who lack one or more of the following: a) durable housing of a permanent nature that protects against extreme climate conditions; b) sufficient living space which means not more than three people sharing the same room; c) easy access to safe water in sufficient amounts at an affordable price; d) access to adequate sanitation in the form of a private or public toilet shared by a reasonable number of people; e) security of tenure that prevents forced evictions.

<sup>3</sup> KIS Task Force Needs Assessment, November 2014

fuel packages, quality standards for non-food items, and provide guidelines for the consideration of particularly vulnerable groups, the environment and innovative service provision.

A joint needs assessment was conducted between 9 and 12 November 2014 in all KIS. The needs assessment was used to rank the KIS according to their level of vulnerability. The ranking helped the KIS Task Force members to target available NFI resources (fuel, children's clothes) to the locations most in need. The ranking took into account household characteristics, availability of non-food items at household level, income and shelter conditions. Please refer to annex 1 for the ranking. To target food distributions, a separate ranking was established by WFP's Vulnerability Analysis and Mapping (VAM) unit, using food security data obtained through the joint needs assessment.

Following the needs assessment, a verification exercise under the leadership of UNHCR was conducted to register eligible KIS inhabitants as beneficiaries and distribute "tokens" to them. These tokens were used by NGOs and UN agencies providing winter assistance to identify beneficiaries during the distributions.

Distribution of relief items started in December 2014. This year's winter assistance was limited to the distribution of food (WFP and Islamic Relief) and, fuel (ADRA, DRC, Islamic Relief, Welthungerhilfe) and children's clothes (VUSAF, Welthungerhilfe).

#### **1.4. Post-distribution monitoring survey**

The post-distribution monitoring survey was conducted between 2 and 9 March 2015. ADRA, AREA, DACAAR, DRC, UNHCR, Welthungerhilfe and WFP contributed enumerators to the survey. Welthungerhilfe coordinated the assessment and provided training.

1,204 family interviews were conducted in 51 KIS, covering around 15 % of the total population. 76 % of respondents were male, 24 % were female. Systematic random sampling was used for the survey.

Ten teams of two persons conducted the interviews. The interviews were conducted face to face in both formal languages of Afghanistan (Pashtu and Dari). Furthermore, there was a team of senior staff members from various NGOs and UN agencies to supervise the enumerators during the survey to ensure quality during the survey process.

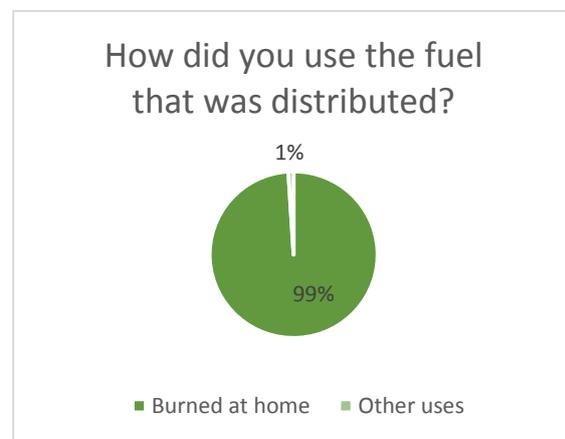
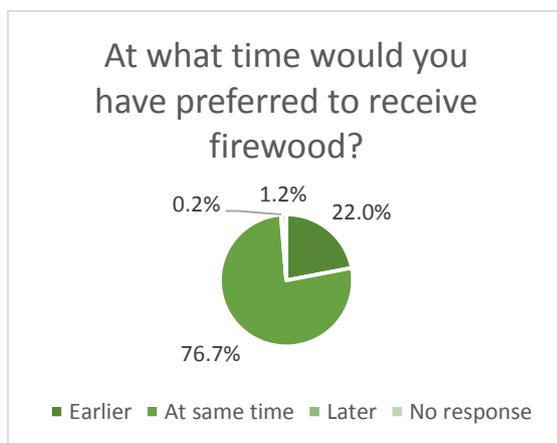
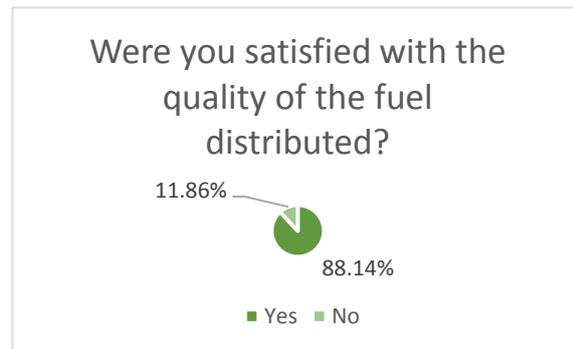
The data was entered into an MS ACCESS database, after questionnaires had been checked for accuracy and comprehensiveness. The data was analysed by Welthungerhilfe and WFP.

Data quality is limited by the following factors:

- **Improper implementation of sampling methodology:** The supervisory team reported that not all enumerators applied the sampling methodology rigorously.
- **Interviews held in the public:** Some interviews were held in public in front of other people, rather than in the family homes. This has affected the accuracy of information provided by the beneficiary, as s/he might have felt pressured to give answers that are socially acceptable rather than answers that reflect the realities of the respondent that is being surveyed.
- **Response bias:** There is a strong tendency among KIS inhabitants to provide answers that they think might lead to more assistance in the future. Surveys in the KIS therefore always need to be triangulated with field observation and other sources to eliminate the response bias.

## 2. Results

### 2.1. Fuel

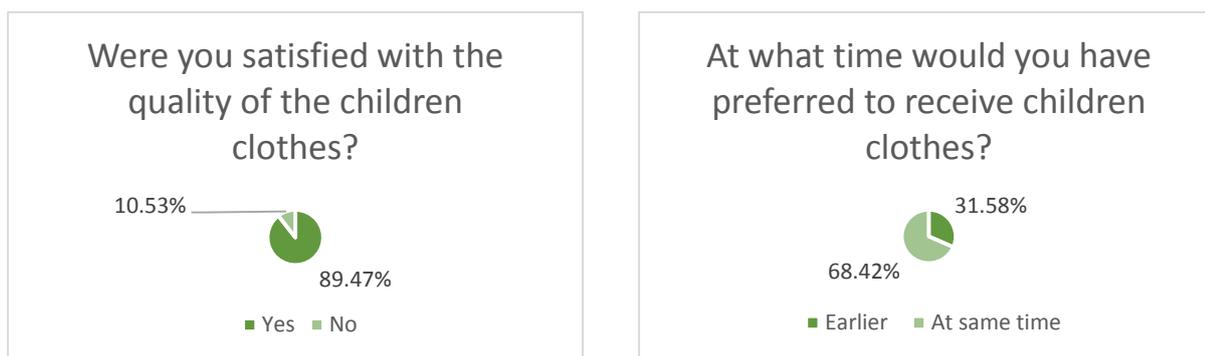


Fuel was distributed by four organisations, including ADRA, DRC, Islamic Relief and Welthungerhilfe. The four NGOs followed the specifications set down in the KIS Task Force Guiding Principles and distributed the same standard monthly package which included 200 kg of fire wood, 20 kg of kindling and 2 bottles of fire starter gel. In total, 7,981 KIS families (40,610 Individuals) received 1 to 3 months of fuel packages. Approximately 3,600 tons of firewood were distributed to around 40,610 beneficiaries. Beneficiary feedback on this year's firewood distributions, including on quantity, quality and timing, has been much more positive than in the previous year. The fact that this year's winter has been exceptionally mild might have affected beneficiary feedback in this respect.

The survey shows that 99 % of households used the fuel they received for the intended purpose (burned at home). Only very few respondents indicated that they have sold or given away the firewood (1 %, other uses). In reality, this figure might be a bit higher<sup>4</sup>, as beneficiaries who sold their firewood would usually not admit this during an interview with an NGO or UN agency out of fear of losing future assistance.

<sup>4</sup> . I.e. the distribution monitoring survey undertaken during winter distributions 2013/2014 indicated that 12 % of households sold some of the non-food items they received.

## 2.2. Warm children's clothes



Warm children's clothes were distributed only by two organisations (Welthungerhilfe and VUSAF). In total, 3,278 children clothes packages were distributed. Each organisation decided on its own package, as there is no standard composition recommended in the KIS Task Force Guiding Principles. Children clothes are one of the most relevant items for winter assistance, as they bring immediate relief to one of the most vulnerable population groups in the KIS.

## 2.3. Food assistance

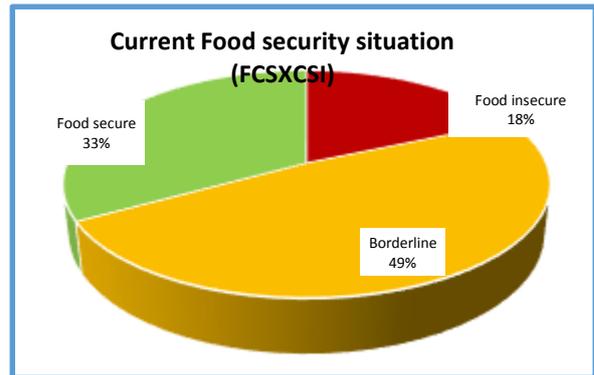
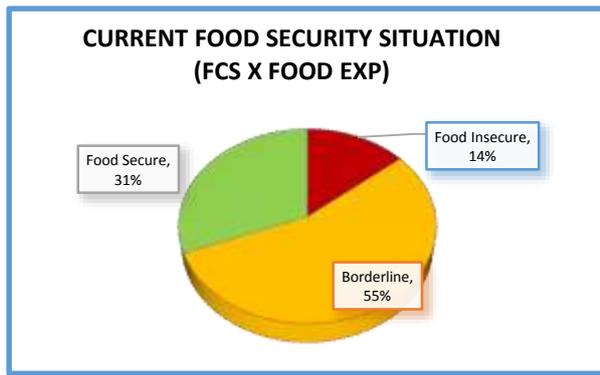
Based on the findings of the KIS Task Force need assessment and food security vulnerability ranking, WFP distributed food items to all KIS households. WFP food distributions included 3 months of half rations<sup>5</sup> to 5,616 households in 27 KIS and 2 months of half rations to 2,288 households in 24 KIS. WFP distributed 1,174.8 metric tons of food to 51 KIS camps from December 2014 to January 2015. Islamic Relief distributed food assistance to 192 KIS families who were forcedly evicted from Pakistan<sup>6</sup>.

The Food Consumption Score (FCS) is the main food security indicator, alongside the Coping Strategy Index (CSI), food expenditure (food access) and some other indicators in the PDM survey. For food security analysis, the needs assessment conducted in November 2014 was used as a baseline. The FCS needs to be cross-tabulated with other food security indicators (CSI, food expenditure) to get a proper picture of the food security situation in the KIS. Looking at the FCS in isolation would be misleading.

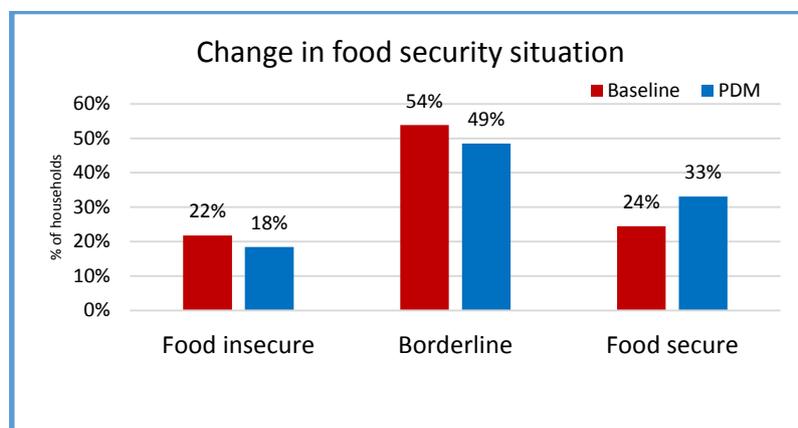
The two graphs below show the food security situation based on food consumption cross-tabulation with two other indicators. Generally, it looks like the food security situation in the KIS is not so bad, which could be attributed to the distribution of food and non-food items during the winter, allowing households to save expenditure and use only light coping strategies for accessing food items.

<sup>5</sup> One half ration includes 50 kg of wheat, 3.7 kg of oil and 1 kg of salt. WFP distributed half rations (instead of full rations) due to resource constraints.

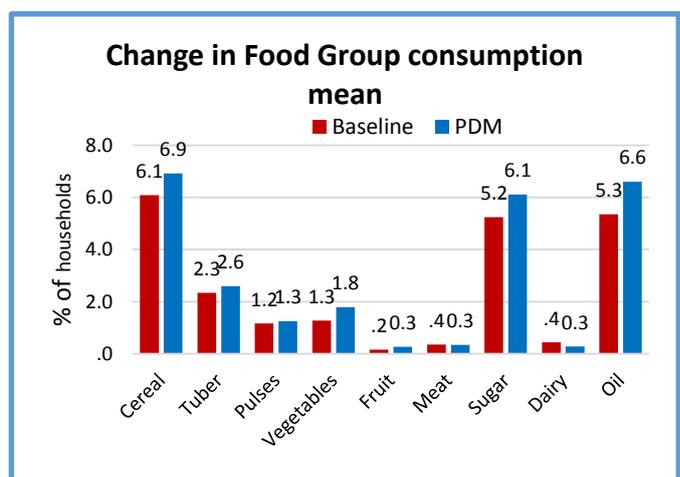
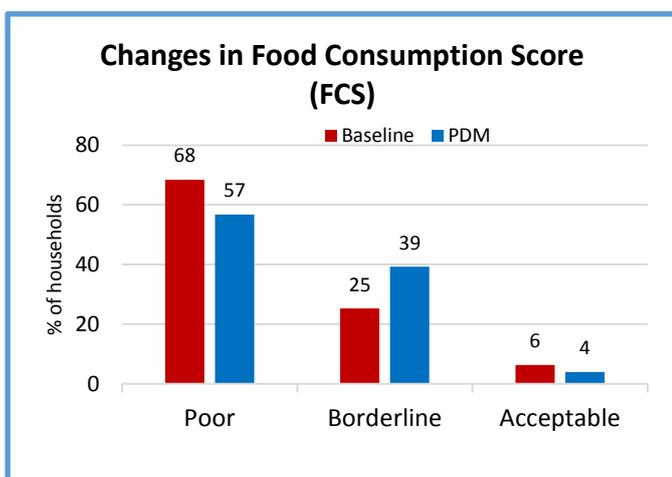
<sup>6</sup> The Islamic Relief package included 49 kg of wheat flour, 20 kg of rice, 8 kg of beans, 5 kg of sugar, 5 kg of oil and 2 kg of salt.



The comparison between the results of the needs assessment from November 2014 (baseline) and of the PDM (FCS and CSI cross tabulation) shows some improvements in the food security situation. The share of people falling in the food insecure category was reduced from 22 to 18 %, the share in the borderline group from 54 to 49 % and the share in the food secure group increased from 24 to 33 %.

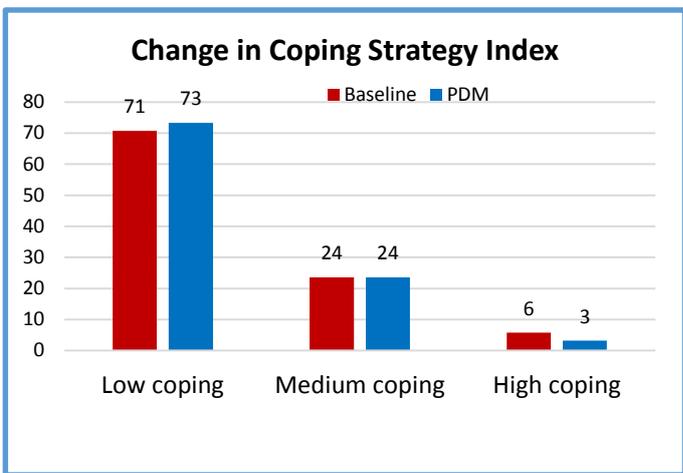
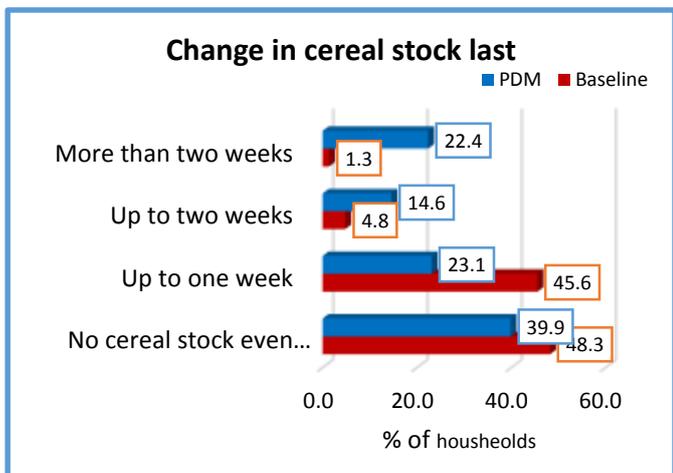


The following graphs show the comparative changes in food security related aspects of KIS households from the baseline (need assessment) to the PDM assessment. Changes in the poor and borderline FCS groups are well visible, while there is no improvement in the acceptable FCS group. The reason might be the high cost of protein-rich food during the winter which has a high impact on food consumption. Changes in food group consumption show improvements in most food groups except for meat and dairy, which are expensive food items.

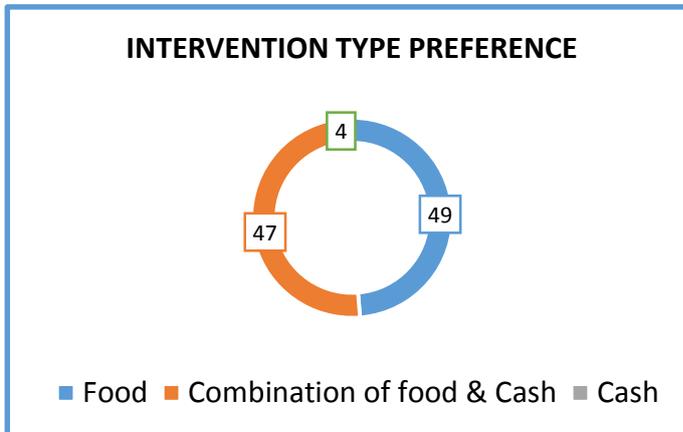
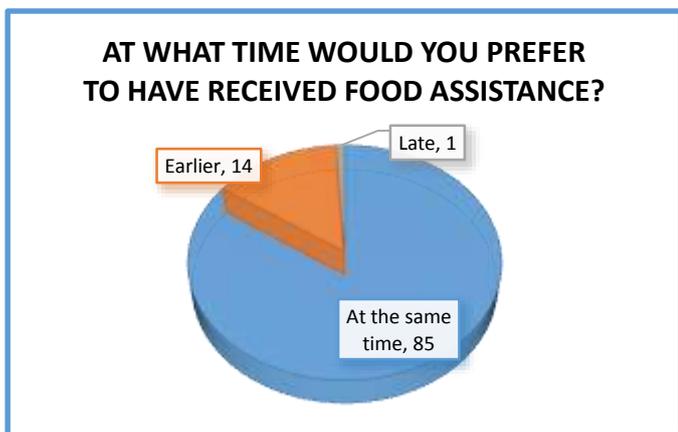


There is a huge improvement in household cereal stock capacity, as compared to the baseline. The percentage of households with long lasting cereal stock increased significantly. The shares of households in

the low coping and high coping categories also show improvements, while the medium coping category remains unchanged. A higher level of improvement in household coping strategies would require long-term interventions.

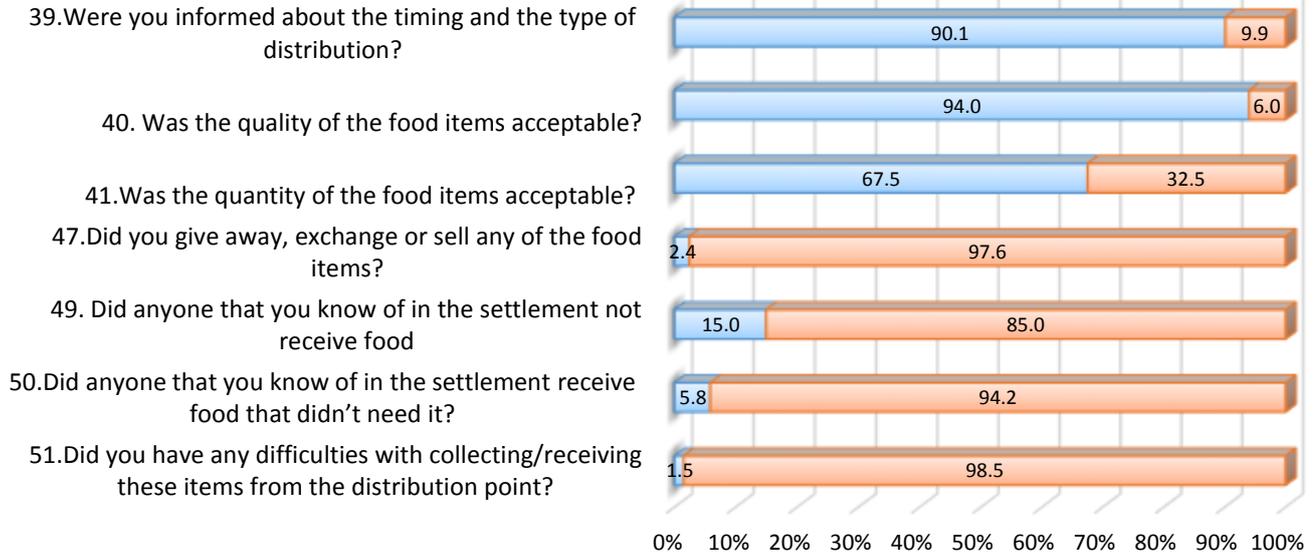


The below graphs show KIS household perceptions about the appropriateness of timing, type of intervention and targeting. The timing of food assistance was acceptable to 85 percent of households, while only 14 percent stated they would have needed food assistance earlier. Only one percent said they would have needed it later. Out of all beneficiaries, 49 percent prefer food interventions, 47 percent stated they need both food and cash, while only 4 percent stated that they want cash only.



### FOOD DISTRIBUTION RELATED PDM EVALUATION

Yes No

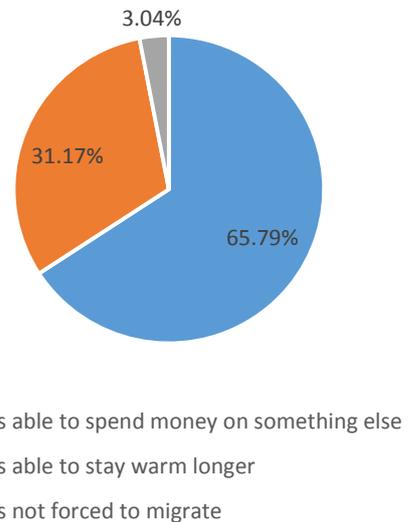


### 3. Impact of winter assistance

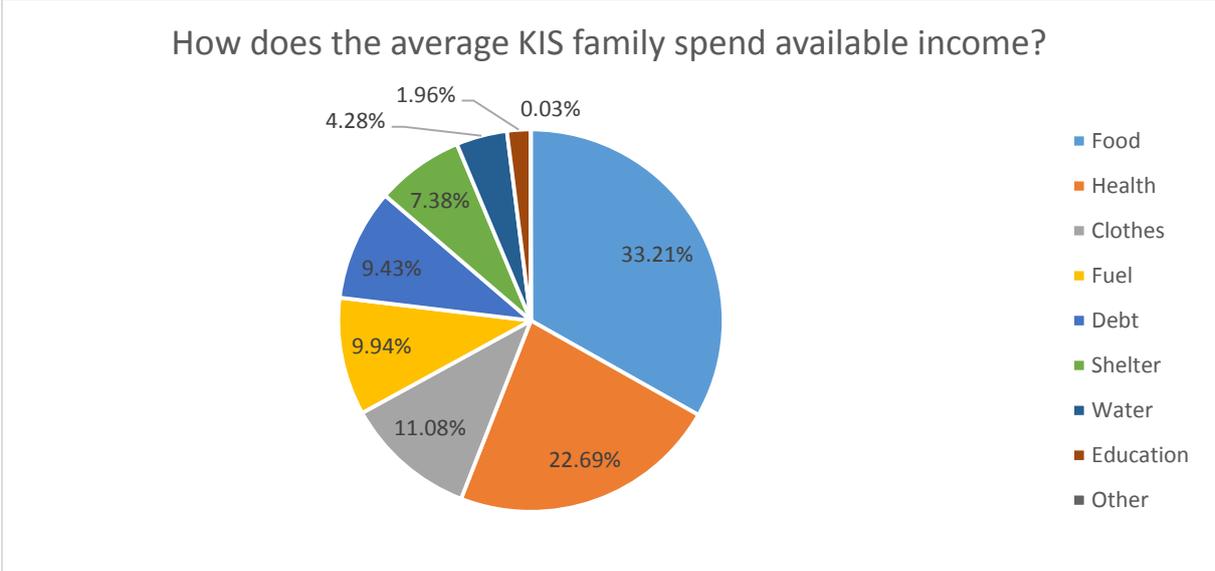
The main tool of the KIS Task Force to measure impact or proxy indicators for impact is beneficiary feedback. The table on the right side of the page suggests that the various forms of winter assistance have helped beneficiaries heat their houses longer (31 %) or allowed them to rearrange household expenditure towards other expenditure categories (66 %). Food, health, debt repayments and shelter improvements have been mentioned as main expenditure priorities in this context by beneficiaries.

Other forms of measuring impact are yet to be tested and have proven difficult. Indicators related to health and household expenditure patterns have been identified as most relevant for measuring impact by the KIS Task Force. The PDM questionnaire included questions related to both outcome areas in the questionnaire<sup>7</sup>.

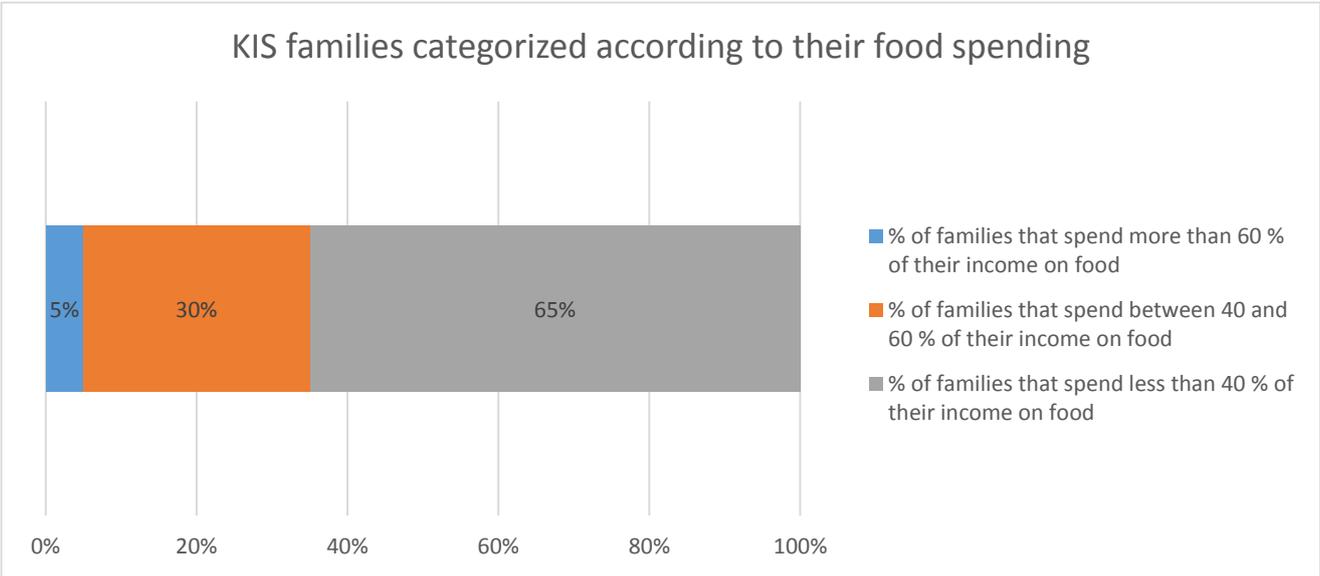
What happened as a result of receiving winter assistance?



<sup>7</sup> The question related to health (“Did you or any family member suffer from severe pneumonia that forced you or the respective family member to visit a hospital/clinic?”) was removed from this analysis, because the results suggest that it was not properly understood by respondents and/or enumerators. An overwhelming majority of respondents answered yes to the question, suggesting that the question was misunderstood as referring to any kind of cold or disease that required a hospital visit.



Even with food assistance, the most important expenditure category of KIS households is food. The second most important category is health which accounts for close to 23 % of spending. This represents a high percentage that could be linked to the provision of NFIs and food during the winter months; the provision of these items for free through NGOs and UN agencies allows vulnerable recipients to shift their spending towards health and other critical areas. Without winter assistance, recipients would have to spend more money on food, fuel and other NFIs, which could negatively affect their health spending.



The share of expenditure on food items in total family expenditure can be considered a proxy indicator for the vulnerability of a household. The poorer a household, the higher the percentage share to be spent on food. Only 5 % of families in the KIS reported to have spent more than 60 % of their available income on food, 30 % of families are spending between 40 and 60 % of their income on food, and 65 % spend less than

40 % on food<sup>8</sup>. The comparatively low levels of food spending can be attributed to the distribution of winter assistance.

#### 4. Protection and do-no-harm

KIS Task Force members are committed to ensuring that their assistance does not put beneficiaries in danger or at increased risk. Beneficiaries, particularly female beneficiaries, could be exposed to harassment or requests for payments and other favours by other KIS inhabitants to access their assistance. Refusal to comply with such requests could lead to violence or threats.

A whole section of the survey questionnaire was dedicated to protection. The survey did not detect protection concerns at a large scale. Only a few isolated and individual cases of payments, harassment, stolen items etc. were reported. These cases will be followed-up individually.

#### 5. Recommendations and conclusions

Beneficiaries indicate a **high level of satisfaction with the quality, quantity and timing** of the assistance provided. Although the amount of this year's winter assistance was much lower than in the previous year, satisfaction rates are higher than for last year. This result can be attributed to the efforts of the KIS Task Force to improve programme quality through joint learning and the setting of guidelines and standards. Also, the fact that this year's winter has been comparatively mild might have affected beneficiary feedback in this regard.

As winter assistance is likely to decrease for the upcoming seasons, **targeting criteria** need to be defined in consultation with communities. Targeting can be done at two levels: at the level of camps, taking into account the different levels of vulnerability between camps, as well as within camps, targeting only the most vulnerable households within certain locations. This year's winter assistance has piloted a vulnerability ranking among all the camps to prioritise those more in need. Future winter assistance programmes should build on and refine this type of ranking.

The PDM survey does not show any **protection concerns** in relation to the assistance distributed. However, issues around corruption, harassment etc. should continue to be monitored closely. This will become more important in the future when service providers might have to target their assistance to those most in need. As service providers move to targeting within specific KIS locations, it will be important to ensure and monitor that recipients will not be threatened or harassed by non-recipients of winter assistance.

For **measuring impact**, a proper baseline or a control group need to be established. To date, impact monitoring has been limited to analysing beneficiary feedback. Statements on the impact of winter assistance based on beneficiary feedback need to be interpreted with caution, because responses are most likely affected by a heavy response bias. If KIS Task Force members want to be serious about measuring the impact of their winter assistance in the future, more efforts need to be put in defining indicators and methods for data collection, both at baseline and at endline.

To **improve the quality of the post-distribution monitoring survey**, the sample should be prepared by the organisation coordinating the PDM and tight supervision should be put in place. The coordinating organisation should randomly select respondents for the PDM survey from the beneficiary lists prepared by MoRR and UNHCR as part of the verification exercise, and hand over to enumerators.

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<sup>8</sup> The cut-off values have been taken from the Seasonal Food Security Assessment 2014 which categorizes families with food expenditure above 60 % of available income as poor, families with food expenditure between 40 and 60 % as borderline, and families below 40 % food expenditure as acceptable in terms of food access.

## Annex 1: List of KIS locations with winter assistance received

#	Location name	NFI Vulnerability Score	Food Security Category	Number of Food Rations Received	Number of Fuel Rations Received	Children's Clothes Received (yes/no)
1	Puli Campany No 2	84.9	2	2	3	No
2	Sarak Do Karti Now (2)	84.3	1	3	3	Yes
3	Qala-e-Khater	76.7	2	2	3	Yes
4	Behind new Parliament House	71.6	1	3	3	Yes
5	Sarake Do Karte Naw, (1)	68.9	1	3	3	No
6	Behind Police Station	66.4	2	2	3	Yes
7	Puli Safeed	65.3	1	3	3	Yes
8	Behind Habibia High School	64.9	1	3	3	No
9	Qalai Wahid	64.8	1	3	3	No
10	Dashti Qasaba	60.6	2	2	1	No
11	Shahrake Police	60.6	1	3	3	No
12	Bagh Dawood	59.2	1	2	3	No
13	Ghaibi Baba	59.0	1	3	3	No
14	In front of Hewadwall Blocks	57.2	1	3	3	Yes
15	Puli Shina No 1	56.7	1	3	3	Yes
16	Nasaji Bagrami (2)	54.9	1	3	3	Yes
17	Sarak Awal Silo	53.2	2	2	3	No
18	Qalai Barqi (2)	52.4	2	2	3	Yes
19	Nasaji Bagrami (1)	51.8	1	3	3	No
20	Charahi Qamber (1)	51.2	1	3	3	No
21	Parwane Do (2)	48.7	1	3	2	Yes
22	Charahi Qamber (2)	46.8	1	3	1	No
23	Qalai Barqi (1)	46.5	2	2	2	Yes
24	Charahi Lab Jar	46.5	1	3	1	No
25	Parwane Say	45.8	2	2	2	Yes
26	Block Hai Qasaba	45.4	1	3	2	No
27	Ada Mazar	44.3	1	3	2	No
28	In front of Tajwar Sultana High School	43.8	2	2	2	Yes
29	Shahrake Zakreen	43.4	2	2	2	No
30	Sarake Panj Proja Tamani	43.0	2	3	2	Yes
31	Dewan Begi	42.3	1	3	1	No
32	Hotele Gule Sorkh	41.8	3	2	2	Yes
33	Qalai Wazir	41.7	2	2	2	Yes
34	Pule Shina No 2	40.9	2	2	3	Yes
35	Parwane Do (1)	40.6	1	3	2	Yes
36	Kodakistane Bagrami	39.4	1	3	1	No
37	Shahrak-Aria	39.1	2	2	2	No
38	Tamir Mili Bus	38.6	2	2	1	No
39	Nasir Khasrow Balkhi	37.8	1	3	2	No
40	Bakhtyaran	37.6	2	2	1	No
41	Marastoon	37.5	2	2	1	No

42	Parwane Do (3)	37.4	2	2	2	Yes
43	Sarake Do Proja Taimani	35.1	1	3	2	Yes
44	Karti Parwan	34.5	3	2	2	No
45	Puli Campany No 1	34.2	1	3	3	No
46	Proje Hussain Khil	33.7	2	2	2	No
47	Deh Mazang	32.6	2	2	2	No
48	Near Kotal Check Point	29.1	2	2	2	No
49	Behind Shadab Zafer Flats	28.6	1	3	1	No
50	Qasaba, Near Tasadi no 4	26.4	1	3	2	No
51	Charahi Hawza Hashat	N/A	N/A	2	2	No

**Note:** Charahi Hawza Hashat was not covered by the needs assessment, as it did not exist during the time of the assessment.