



TRANSITIONAL SHELTERS SAR-E PUL

FINAL REPORT

Constructed Shelter in Sozma Qala District of Sari Pul Province



Dec 10, 2012 Sultan Yar village GPS: 66° 13.298 (E) 36° 03.073 (N)

Agreement Number: ZOA AID-OFDA-G-12-00195 Afghanistan

Period of Agreement: September 8, 2012 to January 7, 2013

Headquarters
Institutional donors and partners manager

Afghanistan
Programme General Advisor

1. General Information

1.1 Update concerning project area

Sar-e Pul is a province in the north of Afghanistan, bordering Jowzjan in the North, Balkh Province in the North-East, Samangan in the South-East, Bamyan and Ghor Province in the South, and Faryab Province in the West. The province is divided into 7 Districts and contains 896 of villages, with an estimated population of about 532,000 people¹ (last national census was in 1979). Ethnic groups are Uzbek, Hazaras, Pashtoon, Arab and Tajik.

The province was created in 1988, while before it was part of Jawzjan, and its capital is the city of Sar-e Pul. This province consists for 75% of mountainous and semi-mountainous areas, and only 14% is flat land. A high percentage (92%) of its population lives in rural areas, and as the main sources of income people mention agriculture (75%), livestock (20%) and non-farm labor (45%)².

Migration has been a constant element of Saripul's history, from the movements of the Turkmen centuries ago to the relatively recent immigration of the Pashtoon population. As a result of thirty years of war external and internal displacement took place at a large scale. Local population increased more recently after refugees from Iran and Pakistan returned to their communities following the promise of the Afghan government to provide jobs and livelihoods for its returning population. Also the men of the poorer families travel seasonally to Pakistan, Iran, or Mazar to find temporarily work, because they have not enough land to support their families.

In general displacements in Sar-e Pul are caused by both natural disaster and conflict. The province experiences often droughts and flooding, but is also prone to landslides and earthquakes. Ongoing conflict and insecurity also induce displacement. Unemployment and geographical location makes the settled areas in the province more vulnerable to natural disaster incidents.

During the year 2011 the lack of precipitation caused a bad year for the population of Sar-e Pul: drought affected the harvest of wheat and in fact all crops (including cash crops), decreasing the food security of the people of this province. In the spring of 2012 the situation was contrary, the rain was abundant, creating flash floods in May 2012 that destroyed houses and crops across certain parts of our target area. Under leadership of OCHA an inventory of shelter needs was made in Northern Afghanistan. Sar-e Pul was the province that was hit the hardest: 1515 houses were reported to be destroyed completely (Category A³). In close collaboration with OCHA and the local government of Sar-e Pul ZOA decided to prepare a project proposal to build shelters for 363 of the most vulnerable families in three districts of Sar-e Pul, and to include a Disaster Risk Reduction component in the project. OFDA generously provided the funding for the project.

This same abundance of precipitation that caused the flooding in the spring had a positive effect on the next wheat harvest. In October of 2012 the Ministry of Agriculture, Irrigation and Livestock reported for 2012, "a very good agricultural production with 94% self-sufficiency in cereal production"⁴.

The relatively good weather conditions in the last three months of the year allowed ZOA to complete the shelter construction before the real cold winter weather started.

¹ Central Statistics Organization Afghanistan: cso.gov.af/content/files/Sar-e-Pul

² World Food Program: www.foodsecurityatlas.org/afg/country/provincial-Profile/Sar-e-Pul

³ OCHA mapping of Transitional Shelter Needs as of 9 July 2012: Category A refers to shelter needs for completely destroyed houses due to natural disasters.

⁴ Ministry of Agriculture, Irrigation and Livestock (MAIL) - Agricultural Commodity Price Bulletin (Yr 8, Vol 10) 31-10-2012

1.2 Project Overview

Project title: Transitional shelters Sar-e Pul.

Location: Four districts of the Sar-e Pul province in Northern Afghanistan: Sar-e Pul, Gosfandi, Sancharak, and Sozma Qala.

Objective: To provide life-saving transitional shelters to **363** vulnerable families in the Sar-e Pul province, who have lost their houses in the devastating floods and landslides before the start of the 2012-13 winter.

The majority of those affected people, whose homes were completely destroyed, are located in medium to high altitude areas. Without adequate shelter, these families cannot survive the harsh winter months. Considering climate and altitude constraints, shelters must be completed by October, or November 2012 at the latest.

The CDCs in communities where shelters are being built will also be trained in DRR in order to prepare the leadership and the community for future disasters.

1.3 Implementation

The shelter design stems from the 2012 UNHCR shelter program. Originally this was a 2-room shelter, but for the case of this disaster the engineers of UNHCR had simplified the design and made it a 1-room shelter, with the idea that beneficiaries could later add another room⁵. This extendable shelter included a corridor and a small space that could be used for a kitchen. The design was approved by the Emergency Shelter and NFI Cluster, and by the Ministry of Rural Rehabilitation (MoRR) of the government of Afghanistan. However this shelter measured a surface of about 20 m², and according to SPHERE standards (3.5 m² living space per person) this would be too small for families with more than 6 people. In communication with OFDA experts the length of the shelter was increased to 6 meters in order that we could offer a 24m² shelter for the families with more than 6 members.

The UNHCR shelter design meets government standards, and ZOA did receive from UNHCR the Bill of Quantity (BoQ) for the one-room shelter with Khar wood ceiling. which is recommended for areas with high snow impact⁶. In communication with the experts from OFDA the "katibas" were added to the design. These are corner braces made from wood that reinforces the walls as a prevention measure for earth quakes.

In the proposal ZOA had foreseen 183 shelters of 20m² and 180 of 24m². During the needs assessment it was decided in collaboration with the local authorities, especially ANDMA (Afghanistan National Disaster Management Authority) Office, to construct the 363 shelters in 4 districts: 90 in Sar-e Pul Center, 110 in Sozma Qala, 65 in Sancharak, and 98 in Gosfandi.

When the allocation of the shelters started it turned out that it was a major point of discussion with beneficiaries who would get a "smaller" (20M²) shelter and who would receive a "bigger" (24m²) one. In most cases it was resolved with the help of the community representatives, who knew the

⁵ Verbal communication with engineer in UNHCR Kabul office (December 2012)

⁶ UNHCR Afghanistan Shelter Guidelines for 2012

families well. In Sancharak the discussion about the shelter size was creating so much tension that the committee decided to give them all a smaller shelter independent of family size. Distribution of different shelter sizes in different districts is as follows.

District	Number of 20 m2 Shelters	Number of 24 m2 Shelters	Total number of Shelters per district
Sar-e Pul Center	59	31	90
Gosfandi	75	23	98
Sancharak	65	2	67
Sozma Qala	73	37	110
Total	272	93	365

According to the proposal ZOA had planned to have 180 bigger shelters, and 183 smaller shelters. When in reality only 93 bigger shelters were constructed this obviously lead to lower expenses for construction material and labor.

ZOA had in previous projects⁷ good results with having the beneficiaries participating in the management of the building process, including hiring local masons. In negotiation with these future owners it was concluded that they would receive USD 580 in three installments: USD 200 at the start of the building, USD 200 when the shelter reached the top of the windows, and USD 180 when the construction was completed. This strategy worked well, and the beneficiaries got the work done for a lower price than when ZOA would have hired the masons directly. ZOA did hire a total of 5 local supervisors ("boshies") and with the 4 engineers of the project staff they ensured the technical monitoring.

As the labour costs in the proposal was estimated at USD 600 for the smaller shelters and USD 650 for the bigger ones, the line-item for labour was lower than expected. This allowed ZOA to help two additional vulnerable families with a shelter that were brought to our attention by the community, which brought the total numbers of shelters constructed on 365. Thanks to the special approval of OFDA the balance was used to purchase blankets for the beneficiaries who had lost everything during the flood, and who were facing winter.

⁷ ZOA was the Implementing Partner for UNHCR in the provinces of Jawzjan and Sar-e Pul during the period 2002-2005, and the strategy at that time was that the beneficiary participated in the construction of the shelter (verbal communication from ZOA Operational Support Manager Dr Haider Ahmadyar).

1.4 Disaster Risk Reduction training.

In order to help the communities to be better prepared for a next disaster, ZOA included disaster risk reduction training in this project. The training was given to the communities as a whole, and specifically to the CDC members.

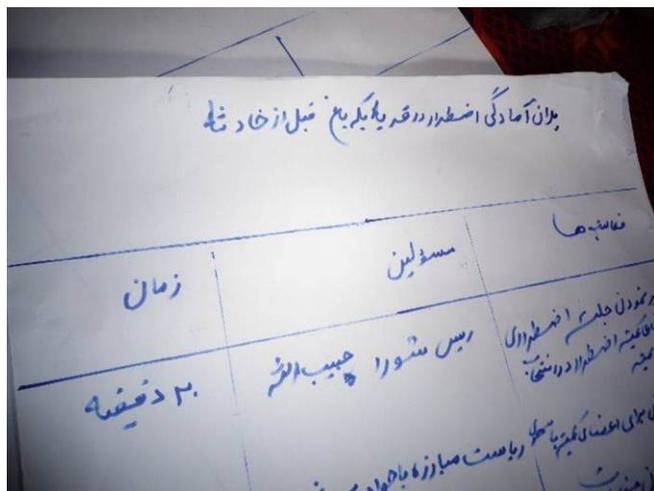
ZOA trained 1 DRR trainer for each district, which totals 4 trainers for the project area. After requesting permission to use the occasion of prayer time at the Mosque in order to train people of the community, they trained over 10,000 people, both men and women. At the house of the Shura chairmen they trained 97 CDCs in DRR. These CDC members produced maps of the village during the training, showing the places that are vulnerable to disasters. They worked on plans, which included the responsibilities of the community leaders during an emergency.

CDC in Yakabagh, Sancharak, showing the village map



Feb. 5, 2013 in Yakabagh

Emergency plan of CDC in Yakabagh



Feb. 5, 2013 in Yakabagh, Sancharak

2. Challenges

ZOA staff did face some minor security problems during the implementation of the shelter project. In one case a staff member was threatened, because he was accused by a person in the village of "spying for the Americans". With help from the community leaders and the local government the case was clarified. This caused a minor delay in the DRR training.

The allocation of the shelter created a lot of tension. The original assessment after the flooding was done by representatives of the provincial Governor, ANDMA and UN Agencies, and they found that the number of families that lost their house was 1515 (see 1.1). By the time ZOA started the implementation NRC had already selected beneficiaries for their project, construction of 166 shelters in the Center of Sar-e Pul. It is not surprising that when ZOA tried to allocate 363 shelters for more than 1300 families this created tensions. Main complaints were heard in the communities of Deh Marda Village (Sangcharak), which was the village heavily affected by the flood. Solutions were reached with the help of the local leaders and CDCs, as mentioned in 1.3.

The prices of the building materials turned out to be much higher in the Sar-e Pul area than the UNHCR team had used to calculate the BoQ for the shelters. Therefore ZOA resolved this by purchasing these items in Mazar-e-Sharif and Sheberghan.

The main problem in the implementation was the weather. ZOA could start the project only late in the season, when the weather was getting cold, especially in the districts Sancharak and Sozma Qala. Therefore it was not possible to make sun-dried bricks. Using Pakhsa (mud walls) was also difficult, because it needs weeks to dry. During the building process some of the shelters were damaged when the roofs were put on before the walls were sufficiently dry. The ZOA shelter team assisted in repairing these shelters using "fire bricks".

Mountainous areas of Sar-e Pul province get cold in the winter



Jan 4, 2013 Toupkhana village GPS: 66° 20.985 (E) 35° 53.825 (N)

3. Beneficiaries

3.1. Selection of beneficiaries

ZOA selected the beneficiaries based on the following criteria:

1. Household headed by women, or children and disabled.
2. Priority is given to vulnerable households in high altitude areas.
3. Families that were also affected by last year's drought and past winter 2011-12

A committee consisting of representatives of ANDMA (Afghanistan National Disaster Management Authority), ZOA, and the community (CDCs) selected the beneficiaries in each community. Even with the clear definition of the criteria it is not always easy to make the choice. Normally the members of the CDCs know best who are the most vulnerable in the village, and ZOA staff is there to see if the criteria have been respected. A complete list of names of beneficiaries and the location is included in annex 1.

Beneficiaries were then integrated in managing the process of building their own shelter by handing them the responsibility and the money for hiring local masons. The beneficiaries being part of the community were able to negotiate a better price for the work than ZOA would have been able to do. Also some of the beneficiaries participated in the work themselves, and saved money, which they used later to purchase useful items, as anecdotal information shows in the living story about Manan and his mother (chapter 7).

3.2. DRR training of beneficiaries

ZOA trainers worked in all villages where shelters were built to prepare people for future disasters. Using mapping as a tool, they analyzed with the community the risks and mitigation for floods, and other emergencies. Major risks in Sar-e Pul districts are drought and flooding; there is a minor risk for earthquakes. Also it was discussed with the people how their physical assets, like houses, wells, schools, and electricity supply would be influenced by such an emergency.

In a follow-up session it was explained what the vulnerability was of each asset in the community, and what could be done to make each asset more resilient.

A total of 1698 individuals were trained, and with an average of 6 persons per family this means that 10,188 people were reached with the DRR training. A separate training was done with 97 representatives of CDCs, who were lead through a process, in which they also mapped out the community, made a seasonal chart, and analyzed the risks using a problem tree. As application they made an emergency plan, including what to do and who will be responsible in case of a disaster.

CDC members being trained in DRR



Nov. 15, 2012 Masjedi Sabz GPS: 66° 20.202 (E) 35° 52.104 (N)

4. Progress on Indicators by (Sub-) Sector:

4.1 Achievements on Indicators measuring sector Shelter and Settlements

Sector Name:	Shelters and Settlements (S&S)	
Objective:	To provide life-saving transitional shelters to 363 vulnerable families before the start of the 2012-13 winter who have lost their houses in the devastating floods and landslides.	
Dollar Amount Requested:	<u>\$719,833.50</u>	
Number of Direct Beneficiaries Targeted:	363 Households, i.e. 2,178 beneficiaries	
Number of IDPs Targeted	0 – There are no IDPs in our target areas	
Geographic Areas:	Sar-e Pul city, Gosfandi, Sangcharak, Sozma Qala districts in the Sar-e Pul province	
Keywords	Market Rehabilitation	
Sub-Sector Name	Emergency/Transitional Shelter	
Indicator 1	363 households receiving Emergency/ Transitional shelter EQ proof , pursuant to Sphere standards and FOG guidelines	365 households received Emergency/Transitional shelter EQ proof , pursuant to Sphere standards and FOG guidelines
Indicator 2	24% receiving Emergency/Transitional shelter assistance	24% (365 out of 1515) received Emergency/ Transitional shelter assistance
Indicator 3	<u>\$ 650,260 (90%)</u> of approved project budget for Emergency/Transitional shelter spent in the affected local Economy	<u>\$ 663,514 (92%)</u> of approved project budget for Emergency/Transitional shelter spent in the affected local Economy

4.2 Achievements on Indicators measuring sub-sector Disaster Preparedness, Mitigation and Management

Sector Name:	Natural and Technological Risks	
Objective:	To work with the communities in Disaster Risk Reduction so they will be better prepared for future disasters	
Dollar Amount Requested:	<u>\$ 79,593.50</u>	
Number of Direct Beneficiaries Targeted:	9,000	
Geographic Areas:	Sar-e Pul city, Gosfandi, Sangcharak, SozmaQala districts in the Sar-e Pul province	
Keywords	Disaster Risk Reduction (DRR)	
Sub-Sector Name	Disaster Preparedness, Mitigation, and Management	
Indicator 1	600 people trained in disaster preparedness, mitigation, and management (60 CDCs, each consisting of 10 members)	people trained in disaster preparedness, mitigation, and management (60 CDCs, each consisting of 10 members)
Indicator 2	6,750 beneficiaries (75%) retaining disaster preparedness, mitigation and management knowledge two months after training	7,947 beneficiaries (78%) retaining disaster preparedness, mitigation and management knowledge two months after training
Indicator 3	60 hazard risk reduction plans, policies or curriculum developed (one plan per CDC)	97 CDC s were trained and 97 maps, and hazard risk reduction plans were developed (one plan per CDC)

In February 2013, at least two months after the DRR training was held, Ghulam Sakhi Ahnyar the M&E officer of ZOA visited different villages and did a survey about the knowledge that the people still had retained. A sample of 185 people out of 13 different villages was taken and it was found that 78% of the people had retained knowledge about DRR (see for more details Annex 2). Originally there were 1,698 people trained, and with 6 people per household this means a total of 10,188 were reached.

4.2 Update on Shelter Activities:

The shelter activities were started after the OFDA Pre-Award Letter (PAL), dated September 8, 2012 was received.

Staff was hired for the project, and vehicles were rented. The selection of the beneficiaries was done by a committee of representatives of ANDMA, ZOA and the local communities.

Contracts were signed between ZOA and each of the 363 selected beneficiaries (later 2 extra families were added), and the first installment of 200 USD was given to the beneficiaries.

Beneficiaries contracted local masons, who started the work with local materials and local labor: digging the foundation, and building the walls.

In the meantime ZOA team purchased and transported the construction materials needed to the different districts: plastic for foundation and roof, I-beams and planks for the roofing, lintels⁸, windows (metal frame and glass), and doors (metal and wood).

Thanks to the weather - the winter was less cold than normal - the masons were able to finish the shelters by mid-November.

The DRR training was done parallel to the building activities, including community and community leaders. This training was completed by the beginning of December 2012.

Blankets were distributed to all beneficiaries at the end of November 2012. This activity was made possible by the funds ZOA saved on shelter construction with the special permission of OFDA.

ZOA staff mounted a sign on each shelter with the name of the donor OFDA, and other information of the project. GPS coordinates were taken and added to the list of beneficiaries.

⁸ lintel = horizontal beam used as a finishing piece over a door or window

5. Communication, Visibility and Information Activities

Detailed project information and name of the donor is shared widely with all stakeholders but due to sensitivities in Afghan community context we were unable to install project info boards showing USAID logo etc.

Above the front door of each shelter a metal sign board was installed, which mentions the number of the shelter, the starting and end date of the project, and OFDA as donor of the project funding.

Metal sign board on shelter in Sancharak



Dec 13, 2012; Majidi Sabz Kareez village in Sancharak;
GPS: 066-19.912 (E) 35-47.130 (N)

6. Financial Overview of the Project

	Negotiated	Costs Incurred	Balance as per
<u>Line Items</u>	<u>Budget</u>	until 07/01/2013	7-Jan-13
International Staff Salaries and Benefits	\$15,525	\$11,851	\$3,674
National Staff Salaries and Benefits	\$36,355	\$32,205	\$4,150
Total Salaries and Benefits	\$51,880	\$44,056	\$7,824
Transitional Shelter Costs	\$650,260	\$663,514	-\$13,254
Total costs of transitional shelters	\$650,260	\$663,514	-\$13,254
International Travel	\$0	\$0	\$0
Domestic Travel	\$2,000	\$1,754	\$246
Commodity Procurement, Transportation and Warehousing	\$19,320	\$20,103	-\$783
Total Travel and Transport	\$21,320	\$21,856	-\$536
Consultancy/Technical Assistance/Training	\$13,500	\$8,049	\$5,451
Other	\$5,104	\$4,591	\$513
			\$0
Sub-Total Direct Costs	\$742,064	\$742,066	-\$2
Indirect (Overhead) Costs	\$57,362	\$57,360	\$2
Grand Total	\$799,426	\$799,354	\$0.00

6.2 Cost-effectiveness of Project

This project was realized within the approved budget. The line-item "salaries and benefits" was slightly under-spent, because the project manager decided to hire less community mobilizers. Also at the line-item "training" there was a positive balance. Our trainers used the mosque and the prayer time as opportunities to teach the people in the villages about DRR, and so they didn't have to pay for refreshments and other meeting costs.

As already explained in the implementation (1.3) the number of 24m² shelters was lower than expected and so the material and labor expenses for building shelters was lower than budgeted. With approval of OFDA the balance was used for purchasing blankets. The total amount of USD 663,514 was used to construct the shelters, or 82.9% of the project budget versus 81.3% in the project proposal.

7. Life Stories OFDA / ZOA Beneficiaries

7.1. Mr. M. Asgher son of Nek Mohamad

Mohamad Asgher is one of the beneficiaries whose family is not only vulnerable, because he is an old man, but also because they are recent returnees from Iran. M. Asgher is the head of a family that consists of 7 members, 4 males and 3 females in Zeri Chaghat, a village in the Sozma Qala District.

He explains: "As long as I remember there was fighting going on in the area between groups, like Junbesh, Jamiyat and others. My family and I left Afghanistan and lived for 35 years in Iran, but after these years I found that the relationship between Iran and Afghanistan was turning sour. I decided to leave Iran and return to my home country."

When he arrived in Sozma Qala this spring, he found that the flood just had destroyed the house of his parents (who are not alive anymore). "We didn't have money to build another house, so my family and I passed our time inside of the compound without shelter. UNHCR provided us with a piece of terpoline (plastic), but during winter it would be too cold, and during the summer it was very hot, so we are very happy and appreciate that ZOA office provided us this shelter. I was thinking about going back to Iran, but now we received the shelter we will stay."

Family house destroyed by the flood



Dec 10, 2012 Zeri Chaghat GPS 66° 11.634 (E) 36° 06.446 (N)

M. Asgher's family inside the new shelter



Dec 10, 2012 Zeri Chaghat GPS 66° 11.634 (E) 36° 06.446 (N)

Family cleaning wheat in front of the shelter



Dec 10, 2012 Zeri Chaghat GPS 66° 11.634 (E) 36° 06.446 (N)

7.2 Abdul Manan, son of Abdulwahab

Abdul Manan is only 11 years old, and he functions as the head of the household, even though he has a mother. As the oldest male person, he is representing his family at the community level, and goes to town to buy things. It is difficult for his mother to do this, because of the cultural limits. And so Abdul Manan is marked as head of the household, with a family of six, three males and three females. His family lives in Baloch Khana village in the Sar-i-pul Province. His father passed away, after a serious illness, so his mother is a widow. He is a 4th class student in the local Elementary School.

Their life as a family has been full of social and economic problems, and of course the biggest

challenged was losing the father, the bread winner. The mother of Abdul Manan is weak and can't go out to work. She is sewing hats and clothes for the other villagers, and in this way she makes some money for the family to eat and live.

During the floods in May 2012 the family lost their house. ZOA staff found this family when doing the survey, and considered them eligible for the shelter project. Also the CDC members recommended this family, as being one of the most vulnerable in the village.

Absul Manan is only 11 years old, and so the money for the shelter was paid to his mother. When she received the money, tears were running down from her eyes, and she said: "This is the best gift I have ever received. I am going to use this money as best as I can". She explained that part of this money will pay for the mason and laborers, but a small amount will remain. With this she will try to purchase another sewing machine to make clothes, and increase the income of the family.

Eleven year old Abdul Manan



Completed Shelter of Family of Abdul Manan



Baloch Khana, GPS 065°55.943 (E) , 36° 12.816 (N)

Annex 2: Monitoring Report from DRR knowledge, two months after training.

	Province	Saripul				Reporting Date	2/11/2013	
	Project	DRR				Monitor	Eng. Ghulam Sakhi	
No.	District	Village	Total no. of interviewed people	Date of interview	Do the people retain disaster preparedness, mitigation and management knowledge two months after training		Percentage of the people answered Yes	Percentage of the people answered No
					Yes	No		
1	Sancharak	Damarda	42	2/5/2013	32	10	76%	24%
2		Masjid Sabz	25		21	4	84%	16%
3		Top Khana	18		10	8	56%	44%
4		Kohna Qala	6		5	1	83%	17%
5	Suzma Qala	Oraghli sai	12	2/6/2013	10	2	83%	17%
6		Gaodar	15		9	6	60%	40%
7		Nader Abad	5		4	1	80%	20%
8		Sultanyar	9		6	3	67%	33%
9		Charak Ulya	17		16	1	94%	6%
10	Saripul Center	Kairabad	7	2/9/2013	5	2	71%	29%
11		Ouchi Khord	12		10	2	83%	17%
12		Imam Kalan	7		5	2	71%	29%
13		Ulqani Khana	10		10	0	100%	0%
Total Average							78%	22%