

# EMERGENCY APPEAL



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

## IRAQ: HUMANITARIAN CRISIS POST WAR REHABILITATION

Appeal no. 08/03; revised  
5 September, 2003

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 180 countries.

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### In Brief

*This document constitutes a revision of Emergency Appeal no. 08/03, and seeks a total of CHF 30,937,000 in cash, kind and services to provide assistance and support to the Iraqi Red Crescent Society (IRCS) for the remainder of 2003, and to the end of 2004<sup>1</sup>. It supersedes and replaces the current 2003 Iraq Annual Appeal (no. 01.88/2003; a 2004 Annual Appeal for Iraq will therefore not be launched). Separate reports on both Appeals will be issued shortly. Estimated expenses at the end of July totalled CHF 8,000,000.*

*In the light of recent developments in Iraq and neighbouring countries, this document reflects newly emerged priorities of the IRCS and its capacities, incorporating recommendations from a detailed assessment conducted in July, and developing the complementary and coordinated roles of the International Red Cross and Red Crescent Movement's components under the Seville Agreement<sup>2</sup>. More specifically, Federation assistance to the IRCS will focus on core Red Cross and Red Crescent programmes and activities. The most important long-term priorities will remain strengthening the foundation of the national society, developing the branch network, improving the visibility and the management of the volunteers, and tailoring activities to actual needs through vulnerability capacity assessment (VCA) results.*

*Activities will concentrate on building the capacity of the Iraqi Red Crescent in the aftermath of the recent war. This is considered a precondition for its future performance in running quality programmes and delivering services to the most vulnerable.*

<sup>1</sup> With CHF 17,034,089 already received, the net request for this appeal amounts to CHF 13,902,911.

<sup>2</sup> More detailed documentation on the programmes outlined in this appeal is available upon request from the Regional Officer in Geneva; please refer to the contact details at the end of this appeal document.

## Introduction

While the war itself in Iraq did not produce the acute emergency situation predicted, aggravating factors in the post-war chaos are certainly causing increased social and health problems. The expected swift improvement in law and order and a rapid rehabilitation of the national oil industry as a main source of the country's revenue generation has not been achieved so far, thus delaying the reconstruction and the rehabilitation of the country's vital systems and institutions. Among many urgent needs in many sectors throughout the country, serious humanitarian needs remain particularly in the water, sanitation and health sectors.

The breakdown of law and order and the continuing low intensity conflicts and security problems are at the source of the profound sense of insecurity and frustration experienced by the Iraqi population, constraining their access to what remains of the basic infrastructure and public services and ultimately limiting the activities of humanitarian aid and development agencies. However, the Iraqi Red Crescent Society (IRCS), with the support of the International Federation and the ICRC, can still play a significant role even under the present difficult circumstances.

The IRCS has been providing humanitarian assistance to the victims of both natural and war crises in the country since its founding in 1932. Following the long war with Iran during the 1980s, and then the first Gulf War in 1992, and the sanctions which immediately followed, the ICRC established a presence in the country in 1980, and the Federation in 1991.

The original emergency appeal was designed to deal with preparations for possible major outflows of the Iraqi population into neighbouring countries. In Jordan, Syria, Iran, and Turkey the preparedness activities proceeded in line with the objectives explained in the Appeal. Although the anticipated exodus of refugees did not occur to the extent projected, the preparedness capacities of the neighbouring national societies were tested and further strengthened. The camps in Iran and Turkey were not activated; however the two camps in Syria and one in Jordan did temporarily host third country nationals. In order to consolidate the lessons learned into the organizational structures of the Jordanian and Syrian Arab Red Crescent Societies, as a direct outcome of the strengths and weaknesses identified during the emergency preparedness process, a programme plan for building the capacity in the sector of disaster management in each of these two national societies has been developed and integrated into the current Appeal.

During the height of the war in Iraq, IRCS volunteers put their disaster response and first aid training to life-saving use, and there are numerous examples of their bravery and service to others despite the fact that security conditions in many parts of the country have had a direct impact on the delivery of the planned assistance. The insecurity is expected to continue.

Structurally, the absence of central control in the IRCS during the war has been resolved and an Interim Governing Board has been elected at the national level, which in turn has appointed a temporary president to guide the immediate change process. This initial election process was internationally recognized as "first" in post-war Iraq, and took place under the auspices and with the supervision of the International Federation.

## Country Strategy

In general terms, the most frequent vulnerability patterns in Iraq are associated with the consequences of more than 20 years of crisis, including three wars and the international sanctions regime, as well as with natural calamities such as floods and droughts. A potentially wealthy country with a population of about 24 million, Iraq is presently exposed to a number of challenges ranging from the restoration of law, public order and security to the repair and maintenance of its crippled economy, systems and institutions. The country currently lacks the means of providing its population with basic services.

An Iraqi national government is in a nascent phase, with a Governing Council having just recently been appointed by the occupying power. While the overall situation remains volatile and uncertain, the major concern for individuals is to provide for themselves and their families in a situation with little paid employment and few functioning governmental systems or structures.

The restructuring of the national society is *per se* a lengthy process, but the IRCS initiative has been seen as a pioneering initiative in post-war Iraq, and serves as a positive example for the development of civil society in the

future of the country. The IRCS moves forward internally with the reconstitution of the institution, and outwardly to the communities with its core programmes from before the war – notably in health and disaster management. These programmes are well aligned to the Movement strategies.

The primary role of the Federation’s delegation in Iraq is to assist and support the national society’s process of change, essentially through a transfer of knowledge. This will be carried out by providing technical support and advice from the Federation to the national society, including:

- supporting and complementing the IRCS and participating national societies in their bilateral cooperation;
- through the Federation’s Organisational Development programme, rehabilitating and maintaining the national society as an institution capable of providing for and serving its community and the most vulnerable.

### **National Society Priorities**

Over the past twelve years of sanctions, the IRCS shifted its focus from massive food aid and large-scale medical programmes to capacity building through community-based health activities and disaster preparedness. The two core programmes, which subsequently formed the basis of IRCS activities until the recent conflict, have been disaster management and community-based first aid (CBFA)<sup>3</sup>, including the rehabilitation of a number of primary health centres (PHCs). The two benefits of this approach have been improved health conditions for the Iraqi population at the local level, with the IRCS being provided with an entry point to implement its health education programmes. The IRCS also runs three hospitals and a consultative clinic in Baghdad.

IRCS volunteers are also actively involved in ICRC activities such as raising awareness of unexploded remnants of war (ERWA), delivering Red Cross family messages, registering requests for searching the missing and more recently assisting in identifying mortal remains from the mass graves being discovered in the country.

Since 1991, the number of IRCS branches has gradually expanded to cover all 18 administrative units (governorates). The national society has just begun an expansion of its presence from branch to a sub-branch level, and has recruited and trained more than 3,000 volunteers.

For the IRCS, reviewing its foundations and governance practices is a precondition for mobilizing and managing resources effectively and fulfilling its humanitarian mission and mandate. Along with the implementation of its ongoing programmes and activities, the focus of the IRCS in 2004 will remain on the internal rehabilitation of the national society.

### **Priority Programmes for Federation Assistance**

Priority programmes outlined in the current Appeal have been designed on the basis of key findings of two assessments that have taken place in Iraq after the war, as well as IRCS priorities and other commitments made to the national society prior to the war.

The programme areas outlined in this Appeal were identified, explored and discussed in detail with the IRCS at all levels in late June/early July 2003. A multi-sectoral team of 14 experts drawn from a number of external national societies, and joined by Federation delegates, IRCS staff and ICRC delegates, visited most of the 18 branches over a period of three weeks, looking at current capacities, needs, vulnerabilities and programme areas<sup>4</sup>.

Key findings of the Assessment:

- The IRCS volunteers in the branches are committed to rebuilding and strengthening the IRCS. They have openly expressed their expectations and concerns. There needs to be improved volunteer management and a better gender balance.

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<sup>3</sup> Community based first aid (CBFA) programme was introduced in Iraq in 1997 as an integrated approach to disease prevention activities in the community to include first aid, health and nutrition, civil defence training and field assessment.

<sup>4</sup> This detailed study of the emerging IRCS, with its recommendations for future programme focus, is available upon request from the Federation’s desk (see contact details at the end of this document).

- There is a need to recommence pre-war activities in areas of expertise in a more programmed way, although needs and capacities vary between branches and a single programme design would need to be adjusted by individual branches.
- The new president of the national society prioritized the organizational development process in rebuilding the national society foundations and strengthening its management at both the headquarters and branch levels, with a special emphasis on improving the volunteer management and youth activities.
- All management systems in the national society need to be improved, with priority given to the strengthening of planning, financial, human resources, administration, IT and logistics systems.
- Vulnerability/capacity assessments were not conducted in the communities. Pre-war programmes were designed at the headquarters level in a non-participatory way and implemented in the branches.
- According to the limited information the team could gather, the activities such as CBFA, immunization monitoring and first aid seem to be highly appreciated by and relevant to the communities. However, the outreach of these programmes is limited since the beneficiaries do not participate in their design.
- Branch properties need to be secured and the necessary hardware (communications, computers etc) provided to ensure adequate backup to programme activities.
- Standard training in disaster management is recommended although regional risks and vulnerabilities would call for differing levels of preparedness and skills.
- There is a clear need for a psychological support programme for volunteers and staff members being active during the war.
- The respect for the emblem and its use was identified as an area of concern. IRCS volunteers and staff members should wear a clearly distinctive identification signs.

The Federation's assistance to the IRCS will therefore focus on core Red Cross and Red Crescent programmes and activities. The most important long-term priorities will remain in the domain of strengthening the foundation of the national society, developing the branch network, improving the visibility and the management of the volunteers, and tailoring the activities to the needs by using the vulnerability capacity assessment results.

#### *Additional Activities*

A disaster management programme in Syria and Jordan aimed to further strengthen the capacity of these National Societies in the field of disaster preparedness and response is a direct outcome of the emergency operation in countries neighbouring Iraq. As the country rebuilds itself over the coming months, further priorities may well emerge which will require inputs from the IRCS with Federation support.

## **Organizational Development - Foundation, organizational structure, and programme design and management**

### **Background and achievements/lessons to date**

There is now a distinct opportunity for the Movement to make a strategic contribution to the rebuilding and restructuring of the Red Crescent Society which can itself then take a meaningful role in building the civil society in Iraq. The foundation for such an effort, underpinning the core programmes, is a strong, stable and resilient national society. Effective and accountable programme implementation depends upon a well-functioning organization.

The development of an organization is a lengthy process requiring a substantial transfer of knowledge, testing of the newly established systems and of their functionality, and mobilization of all IRCS capacities towards objectives that have been agreed and well understood by all stakeholders.

**Overall goal: The IRCS is a well functioning national society, with sufficient capacity to make a positive difference in the lives of vulnerable people through relevant programmes and services.**

**Objective 1: The IRCS foundations are strengthened.**

Expected results:

- New Statutes drafted in a participatory manner and adopted at the end of 2003;

- In accordance with the new Statutes a new Governing Board elected and approved by the General Assembly of the IRCS;
- Roles of the Governance and the Management being explicitly differentiated in the new Statutes;
- The Governing Board has adopted policies in all relevant fields to include policies on Volunteers, Youth, Human Resources, Capacity building, Communication. All these policies resulted from participatory discussions at all levels.
- Gender issues have been systematically addressed through all programmes after workshops to be conducted during 2004;
- National headquarters and the branches have jointly developed a Strategic Planning document in the course of 2004;
- IRCS has been recognized for its contribution to the building of the emerging civil society in the country.

**Objective 2: National humanitarian programmes are redefined and implemented according to Strategy 2010.**

Expected results:

- The IRCS (at headquarters and in the branches) has mapped the vulnerability patterns of the Iraqi population; all branches have tailored their programmes to the needs of the vulnerable sections of the population;
- A four-year national society development plan has been drafted during 2004; all activities have been regularly monitored by the national society.
- With initial support provided by the Federation and the Movement, quality services have been delivered to the target groups;
- Youth volunteers have been profiled and their skills have been systemically used in the provision of humanitarian services;
- The IRCS has delivered special services to the target segments of the particularly vulnerable population affected by the war, including social and psychological support activities whenever needed;

**Objective 3: The visibility of the IRCS has increased, and respect for the Emblem has been reinforced.**

Expected results:

- IRCS premises, vehicles and its equipment have been clearly marked with stickers, flags, and displays; IRCS volunteers, youth members and staff members have been wearing uniforms and organizational identifications (t-shirt, vest, badges, caps, ID cards etc.);
- The public at large has been increasingly recognizing and respecting the IRCS, its Emblem, members and activities, as a result of the public awareness campaign;
- With the support of the ICRC and the Federation, the IRCS has adopted internal regulations which are clearly stipulating the use of the Emblem;
- Publicity material for the awareness campaign has been produced in Arabic and other languages spoken in Iraq (posters, TV spots, radio ads, etc.)
- The IRCS has established or re-established constructive partnerships with relevant stakeholders.

**Objective 4: The operational and management capacity of the national society at headquarters and in the branches has improved.**

Expected results:

- Nine branch offices have been rehabilitated and nine others provided through rental or construction, thus ensuring that each branch has its own premises, training facilities and an appropriate working environment;
- New management systems in administration, finances, human resources, IT, public relations and external and internal communication have been adopted, tested and implemented at the headquarters and in the branches;
- All branches have received basic support in vehicles, equipment, furniture, IT, radio communication and training materials;
- Coordination and communication between the headquarters and the branches and among branches themselves has improved through structured meetings and knowledge sharing panels;

- The IRCS has drafted initial fund raising plans during 2004;
- Reporting systems have been put in place, contributing to the transparency and the credibility of the IRCS in relation to its stakeholders.

**Objective 5: The IRCS is effectively managing its volunteers.**

Expected results:

- Policies on the IRCS youth and volunteers have been discussed at all levels of the national society, and subsequently adopted by the board and implemented during 2004;
- Plans of action for the IRCS Youth have been approved and gradually implemented in six branches during 2004;
- The instructions for the use of training equipment have been translated into Arabic as well as the production of appropriate training manuals;
- Systems for the volunteer management have been approved and introduced by mid-2004;
- IRCS volunteers and youth members have been very active and committed;
- The volunteer support systems to include reimbursement of expenses, per diems, transportation costs, food, training, rewarding, uniforms, security etc. have been standardised, adopted and implemented during the second half of 2003;
- IRCS volunteers and youth members have actively participated at the national and international meetings and Red Cross and Red Crescent youth camps;
- A gender perspective has been taken into account in all the activities that have been implemented by volunteers.

**Physical Rehabilitation: transfer of technical expertise**

**Background and achievements/lessons to date**

In support of the Iraqi Red Crescent, since 1999 the Federation has been involved in the rehabilitation and reconstruction of 44 primary health care centres (PHCs) and, more recently, of the IRCS's Maternity Hospital in Baghdad. This work was being carried out in close cooperation with the former Ministry of Health and with the Directorates of Health in the designated governorates. In support of that work, the delegation has to date been managing and supervising construction projects on behalf of the national society.

In the current Iraq context, and in the absence of a recognized Ministry of Health, it is difficult to anticipate what the future health structure of the country will be. Privatization of the health sector is likely to happen, thus raising questions over further IRCS investments into rehabilitation and construction of health facilities not owned or managed by the national society.

On the whole, the IRCS emerges from the war in a state of general disrepair among its branches and headquarters buildings, and in the still unfinished Maternity Hospital. However, the IRCS is proprietor of several buildings in the country, some being used for national society activities, including the headquarters complex, several hospitals, and branch offices. The IRCS must continue to deal with the ongoing repair, refurbishment and maintenance of its properties. In response to this requirement of the national society, the Federation will – over the next 18 months – divest itself from direct responsibilities for construction, and begin a phased hand-over to the engineering (rehabilitation and maintenance) department of the IRCS, as part of the overall organizational development support provided to the national society.

**Overall goal: To improve the overall capacity of the IRCS in the rehabilitation and maintenance sector.**

**Objective: The Iraqi Red Crescent Society's rehabilitation and maintenance department gains the needed technical and managerial skills to operate independently, and has rehabilitated or constructed a number of buildings and/or water/sanitation plants (owned or managed by the national society) according to the international standards.**

Expected results:

- An appropriate technical support infrastructure, with an immediate focus on the maintenance of already existing IRCS health facilities and water sanitation projects, has been established;
- A joint IRCS/Federation construction office has been established to support and train national society staff to manage designated building rehabilitation of three PHCs, construction of the IRCS Maternity Hospital in Baghdad and other interventions on infrastructural systems owned or managed by the IRCS;
- An independent IRCS engineering department has become fully functional by the end of 2004;
- The necessary and related technical skills in water and sanitation engineering have been transferred to the IRCS;
- The results achieved by the national society's engineering department have been contributing to the overall profile, recognition and relevance of the national society and this has been communicated to external stakeholders.

## Health and Care

### Community-based health intervention (CBHI)

#### Background and achievements/lessons to date

The national society's CBFA (Community Based First Aid) programme was introduced in Iraq in 1997 and the Health Education Programme started in 1999. The two programmes were merged in 2000. In each branch, volunteers were trained in first aid and in health education issues and - between 2000 and 2001 - IRCS health educators conducted 7,393 lectures on the topics of nutrition, breast-feeding, hygiene, diarrhoea, water and sanitation, and prevention of communicable diseases. IRCS volunteers regularly joined the national immunization campaigns organized by the Ministry of Health and supported by UNICEF as an independent monitoring body. Following the evaluation of the health project in 2002, the CBFA/health education training of volunteers was structurally revised. The implementation of the programme activities was disrupted by the war.

In the current post war situation, the overall deterioration of living conditions has exacerbated the existing health problems. A rapid nutritional assessment for children under five, conducted in Baghdad by UNICEF<sup>5</sup> in April-May 2003, indicated the incidence rate of diarrhoeal diseases among surveyed children was as high as 72%. The same survey reported a significant two-fold increase in the prevalence of acute malnutrition that is the most sensitive indicator for malnutrition in emergencies.

The Iraqi Red Crescent can play a very important role in the care of the most vulnerable through the mobilization of volunteers. Multiple tasks that currently are carried out by IRCS volunteers are overwhelming for both individuals and the national society, and there needs to be additional recruitment and training of new volunteers, with an adequate support structure, to enhance and expand the health activities of the IRCS.

**Overall Goal: To contribute to the reduction of endemic health problems of vulnerable populations in the eighteen governorates through the development of community organizations, and the intervention of professionally trained volunteers in disease prevention and health promotion activities.**

**Objective 1: The IRCS has an increased capacity in planning, organizing and implementing the Health Education programme in the PHCs and the community, and organizing volunteer participation in National Immunization Campaigns (NIDs), in collaboration with the Ministry of Health and UNICEF.**

Expected results:

- Nine hundred thousand beneficiaries in all 18 governorates have benefited from a health campaign for the prevention of diarrhoea and dehydration, malnutrition, and HIV/AIDS, through the implementation of home visit activities and health education sessions at PH centres and other public institutions;
- Volunteers have participated as an independent monitoring body in national immunization campaigns in all governorates.

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<sup>5</sup> Rapid Nutrition Assessment for children under five years of age in Baghdad Governorate, April-May 2003 (UNICEF, Government of Iraq-Ministry of Health, Preventive Health Directorate, Nutrition Research Institute).

- Oral Re-hydration Units (ORUs) attached to PHCs in high-risk areas of the cities have been established and operated by volunteers and trainers using the existing CBFA course.
- Health coordinators at headquarters and branches have established regular coordination meetings with community leaders in order to ensure community participation in the development of health programmes;
- Beneficiaries provided with the basic resources for the treatment of diarrhoea, and basic hygiene implements;
- For the purpose of sustaining implementation of the CBHI programme in each identified community, 900 new IRCS volunteers in the country have participated in training courses;
- Communication and consultation has been established and maintained between the IRCS headquarters and the branches;
- Regular communication with relevant national and international institutions, in particular the Ministry of Health at governorate level, in order to maintain updated information on health problems in the various communities served by the IRCS, and to coordinate and cooperate in health-related programmes;
- In one poor area of Baghdad, the IRCS will have constructed a health clinic and have established community based programmes run by volunteers, providing mother and child health care services for the local population.

**Objective 2: The IRCS has an increased capacity in planning, organizing and implementing First Aid and Health Promotion courses in order to improve the national society volunteer capacity, thereby enabling the expansion of volunteer intervention in Red Crescent programmes in the country.**

Expected results:

- The IRCS at the headquarters and branch level have developed their capacity for professional planning and supervision in training programme matters;
- Training materials are produced in Arabic and a training centre has been organized in each branch;
- Training of Trainer sessions are actively implemented in the branches for the health-related programmes;
- All IRCS branches are able to plan, organize, and train sectors of the public (i.e. ambulance drivers at national level, school teachers, etc.) as part of an income-generating activity;
- national society branches have developed a proficiency in recruitment, scheduling and training of new volunteers in Basic First Aid and for the CBHI programme;
- Nine hundred volunteers have been trained in health promotion, 4,350 in first aid and 90 in advanced first aid;
- As a standard part of their induction, new IRCS volunteers are trained in Basic First Aid and also oriented to the CBHI programme opportunity.

## **Psycho-social programmes**

### **Background and achievements/lessons to date**

Several wars and 13 years of sanctions have had a severe effect on the Iraqi population. The need for psychosocial and psychological assistance in Iraq is overwhelming, and is recognised as a prerequisite for restoration of normal life for many Iraqis. The psychosocial support is aimed at assisting individuals and families to reintegrate in the communities, providing places for people to gather to share problems, increased awareness of psychological issues, and restoring natural networks and coping mechanisms.

The IRCS provides a suitable frame to cover a portion of these needs. The IRCS and the Federation assessment team has identified IRCS volunteers as being a priority group to benefit from an initial psychological support activity. During and since the latest war, the volunteers have been active in providing first aid to the wounded, rescuing people under debris and removing mortal remains. In several branches, the volunteers are currently overwhelmed with demands from relatives searching for missing relatives and/or demands for relief. In other branches, they are assisting in excavating mass graves and removing the mortal remains in cooperation with the ICRC. All these activities cause stress and a risk for developing burnout syndromes among them. An urgent action has to be taken in order to prevent this, thus enabling the volunteers to continue their valuable work.

Victims of wars are another target group for the IRCS/Federation psychosocial support programme. The last years have caused the war victims to now be considered amongst the most vulnerable people in Iraq. Their needs for long-term social and emotional rehabilitation are widely unrecognized.

In the Iraqi context, psychological support activities and the transfer of know-how to the IRCS should be closely integrated into all existing and new programmes. Additional psychosocial support activities are also under discussion and may be developed in due course.

**Overall goal: To contribute to the improvement of the well-being of targeted groups of Iraqis by meeting their psychological and psychosocial needs.**

### **Psychological support for volunteers**

**Objective: The IRCS volunteers have an improved psychological well-being with improved coping strategies, enhancing their own capacity to provide psychological support to individuals and families in the community.**

#### **Expected results:**

- All volunteers and staff members have had the chance to discuss their professional experiences and have been acknowledged for their achievements;
- A supportive working environment for volunteers has been created and the number of active volunteers has increased;
- The IRCS branches have been increasingly aware of the “best practices” in the field of psychosocial support;
- Communities have an increased awareness of the importance of rebuilding people’s emotional well-being in highly stressful and traumatic situations;
- Capacity and ability to cope with psychologically reactions in the community has strengthened;
- Elements of the psychosocial support programme have been formally introduced into programmes and curricula of the CBHI training, OD and volunteer management, youth programmes, principles and values, tracing, disaster management.
- Close cooperation in caring for volunteers working in tracing and ERWA has been established with ICRC.

### **Vocational training and psycho-social support to victims of war**

**Objective: Six hundred victims of wars provided with an appropriate vocational education as a part of their psychosocial rehabilitation, aimed at improved coping mechanisms of vulnerable individuals and their communities.**

#### **Expected results:**

- Two centres for rehabilitation for war victims have been constructed and used for their vocational education;
- 600 war victims have gained new skills and are helped to put them into practice;
- The psychosocial support groups for victims, their families and communities are fully functional;
- Awareness sessions within the communities on limitations and capacities of victims of were regularly conducted in the branch;
- Advocacy meetings and public disseminations were taking place;
- Radio, television and print publications are being successfully used for programme awareness building;
- Increased cooperation and co-ordination between ICRC, IRCS and specialized NGOs.

## **Disaster Management**

### **Background and achievements/lessons to date**

Despite not being classified as a disaster prone country, Iraq does experience regular natural disasters, mainly small-scale. The IRCS previously played a leading role in disaster preparedness (DP) in Iraq, and had developed a joint IRCS/Federation DP Programme during 2001-2002. Over the last two years, 220 volunteers have been trained in disaster preparedness and response - most of these DP volunteers had also taken 50 hours of first aid training. An early warning system was also set up, different types of disaster scenarios were discussed and various kinds of equipment were mastered. Four warehouses were set-up, each with a small emergency stock in place.

A core function of the IRCS is to ameliorate local coping and mitigation strategies of the population at risk, and to help the most vulnerable to secure appropriate and sustainable solutions in preparation for future disasters. Ongoing activities in the DM programme will build on these strengths and further develop the numbers of trained volunteers around the country.

The possibility of the IRCS becoming involved in rehabilitation activities on behalf of resettled IDPs or returning refugees is also currently under discussion.

**Overall Goal: To reduce the risks from disasters faced by the most vulnerable people in Iraq through an effective participation of the Iraqi Red Crescent Society in disaster preparedness and response activities in the country.**

**Objective: The IRCS has an effective disaster preparedness and response mechanism that ensures an optimal utilization of human and material resources in times of emergencies.**

Expected results:

- The IRCS disaster preparedness and response has been systematized through the organizational capacity building and planning at headquarters and branch levels;
- Using vulnerability & capacity assessment results, the IRCS has developed, disseminated and begun implementation of the disaster preparedness plan at all levels, linked integrally to a government DP Plan;
- The IRCS has 18 Branch Disaster Response Teams in place to respond quickly to known and anticipated hazards and disasters, based on geographical and historical probabilities;
- The IRCS has developed a DM logistics system and has an adequate logistical capacity for responding to minor and medium disasters and related emergency needs;
- The IRCS has an adequate, pre-positioned, basic disaster preparedness stock standing ready at all levels, in order to respond in a timely and adequate manner in times of emergency;
- The access to educational and non-material support for vulnerable populations has improved through the building of capacities for non-food distribution and as an outcome of the DP awareness seminars.

## **Disaster Management in the neighbouring countries of Jordan and Syria**

*(covered by this appeal for historical reasons)*

### **Background and achievements/lessons to date**

In anticipation of a major population movement caused by the recent conflict, the Federation and ICRC worked with a number of the national societies in neighbouring countries (Iran, Turkey, Syria, Jordan, Kuwait and Saudi Arabia) to formulate a strong, flexible, and cohesive Movement-wide strategy of response. The Iraq emergency operation highlighted the strength and the weaknesses of the Jordanian Red Crescent and Syrian Arab Red Crescent Societies in the disaster management sector and a comprehensive plan of action was agreed with the two National Societies to enhance their disaster management capacities.

**Overall goal: To build the capacities by promoting the optimal use of human and material resources through the implementation of an integrated disaster management programme including risk reduction, preparedness and response capabilities.**

**Objective: The Jordanian and Syrian Arab Red Crescent Societies have well-functioning DM capacities and have been implementing integrated DM programmes.**

Expected results:

- Disaster Management Units (DMUs) within the two national societies have been established to manage all activities related to natural and man-made disasters;
- National intervention teams of both National Societies were strengthened;
- Logistics systems and procedures have been fully integrated into the *modus operandi* of the two national societies;

- Selected volunteers and/or staff members from these national societies were trained in disaster preparedness,
- The regional cooperation in the Middle East has been strengthened through the establishment and the training of a Regional Disaster Response Team (RDRT).

## Humanitarian Values

### Background and achievements/lessons to date

Before the war, the Iraqi Red Crescent was known for its community-based First Aid programme and the key role it played, under government auspices, in disaster response. Volunteers were loyal to their particular programme interests, and there was no particular sense among volunteers of the larger context of the Movement, nor was there a proactive dissemination by the national society of the humanitarian values which form a common ground amongst Movement members worldwide.

Within such a framework, humanitarian values are the foundation upon which is built the common understanding of what it means to be a Red Cross and Red Crescent volunteer. An individual Iraqi citizen who is giving his or her time to the work of the Movement ought to appreciate the greater context of the work; the history, global structure, active components, fundamental principles, Strategy 2010, the Sphere standards, and – with compelling relevance in today’s turbulent Iraq – the protective role under international law of the emblem.

**Overall Goal: To establish the fundamental principles and humanitarian values of the Movement as a basis that motivates volunteers and staff of the Iraqi Red Crescent across the institution and throughout all programme activities**

**Objective: Staff and volunteers of the IRCS at headquarters and in the branches, have a good understanding and appreciation of the fundamental principles and humanitarian values of the Movement**

Expected results:

- All members of the national society are aware of the humanitarian values of the Movement;
- All training curricula include inter-active sessions on the fundamental principles and humanitarian values;
- Increased visibility of the IRCS contributing to a better understanding of its mandate by external stakeholders.

## Federation management and coordination

### Background and achievements/lessons to date

Before the war, the Federation delegation in Iraq provided technical support to IRCS programmes and produced the standard reporting documents, but had little involvement in support of the organizational aspects of the national society such as providing governance advice or staff and volunteer development. A combination of circumstances has brought about a new and positive tripartite working environment, including;

- A new and overall receptive and committed (interim) leadership in the IRCS;
- The constructive relationship established with the national society by the Secretariat’s Special Representative;
- The intense and insightful work of the external assessment team.

The ongoing role of the Federation is now to provide the usual technical and advisory support work, with a distinct move away from direct implementation of programme work. Consequently, the next 18 months will see a phased integration of programme and administrative Iraqi staff into the departments of the national society with ongoing support of delegates as necessary. It is likely that delegate positions will be limited and used in more of a “consultancy” rather than long-term basis, depending on the identified and changing needs for technical inputs.

**Overall Goal: To achieve an effective cooperation between all stakeholders within and outside the Red Cross/Red Crescent Movement in the best interests of beneficiaries and the IRCS.**

**Objective: The Federation presence in Iraq has evolved into an advisory role, with a focus on capacity building that will yield an autonomous and accountable organization.**

Expected results:

- The IRCS staff have achieved a level of operational independence that minimizes the need for continuing technical support of the Federation;
- The Federation and the PNS's have harmonized their support to the IRCS to the maximum benefit of the national society;
- The national society is collaborating with other agencies and with established NGOs in the country in joint programming initiatives.

*For further details please contact:*

- *In Geneva: Martin Fisher, Regional Officer, Iraq; phone +41 22 730 4440; email: [martin.fisher@ifrc.org](mailto:martin.fisher@ifrc.org)*
- *In Iraq: Per Andersen, Programme Coordinator; email: [prog.baghdaddel@wireless.ifrc.org](mailto:prog.baghdaddel@wireless.ifrc.org)*

*All International Federation Assistance Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.*

*In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.*

*This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.*

*For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>*

Abbas Gullet  
Director  
Disaster Management and Coordination Division

Markku Niskala  
Secretary General

**REVISED BUDGET SUMMARY**

APPEAL No. 08/2003

**Iraq - Humanitarian crisis**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	6,746,000
Clothing & textiles	442,000
Food & seeds	38,000
Water and sanitation	97,000
Medical & first aid	335,000
Teaching materials	258,000
Utensils & tools	628,000
Other relief supplies	212,000
<b>TOTAL RELIEF NEEDS</b>	<b>8,756,000</b>
<b><u>CAPITAL EQUIPMENT</u></b>	
Vehicles	851,000
Computers and telecom. equipment (branches)	1,716,000
Medical equipment	150,000
Other equipment	4,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme support (6.5% of total)	2,011,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
Warehouse and distribution	711,000
Transport and vehicles	1,315,000
<b><u>PERSONNEL</u></b>	
Expatriate staff	3,351,000
National staff	4,739,000
Consultants	470,000
Technical workshops & seminars	2,859,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	276,000
Information, printing & distribution costs	1,518,000
Administrative & general expenses	2,210,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>22,181,000</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>30,937,000</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>17,034,089</b>
<b>NET REQUEST</b>	<b>13,902,911</b>