

FINAL REPORT



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

23 October 2003

Appeal No. 01.88/2003; Appeal target: CHF 7,095,161 (USD 4,868,775 or EUR 4,818,410); Appeal coverage: 20.3%

*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.
For more information: www.ifrc.org*

Overview

The Federation launched the 2003 Iraq Annual Appeal (no. 01.88/2003) in December 2002 (prior to the recent conflict) to respond to the humanitarian needs in the country and to support the capacity building efforts of the Iraqi Red Crescent Society (IRCS). Responding to the unique humanitarian and security circumstances as a result of the increase in tensions in Iraq and the region, and the subsequent conflict, the Federation launched the following:

- Emergency Appeal no. 08/03, Iraq and Neighbouring Countries: Humanitarian Crisis: launched on 20 March 2003 in preparedness for the eventual outbreak of hostilities; and
- Revised Emergency Appeal no. 08/03, Iraq: Humanitarian Crisis: Post-War Rehabilitation: launched on 5 September 2003.

This Final Report provides a summary of the Federation's activities implemented under Annual Appeal no. 01.88/2003. It is a departure from the Federation's standard method of reporting on Annual Appeals (normally an Annual Report would be issued by May of the following year), and is intended to address the unique nature of the circumstances in Iraq, and the Federation's efforts to adjust accordingly.

Overall analysis of the program

The Iraqi Red Crescent Society (IRCS) has been an important provider of humanitarian relief in times of conflict and natural disasters in the country since the founding of the national society in 1932. In recent years, the IRCS had served as the coordinating agency of the government's "High Committee" for all disaster-related and humanitarian aid activities of NGOs operating in Iraq, working in conjunction with several ministries including civil defence, health, social affairs, power and water. The national society has also enjoyed a prominent profile in its collaboration with the UN agencies involved in the national immunization campaigns for polio and measles, with IRCS volunteers providing an independent monitoring function to support the inoculation of children and teenagers most at risk.

The Federation has maintained a presence in Iraq with delegates providing program and OD support since 1991, the same year in which the national society began an expansion from three branches – in Baghdad, Mosul in the north, and Basrah in the south – to its current presence in all 18 governorates. A formal delegation office was established in the IRCS's headquarters in 1998.

Health education and disaster preparedness have continued as the two core programs of the Iraqi Red Crescent Society during the last decade, having shifted over the years from a previous focus on large-scale food distribution and medical programs.

The Annual Appeal for 2003-2004 was designed to continue and to develop an increased momentum on these two key program tracks as defined in Strategy 2010:

- *Health and Care in the community*; mostly through the community-based first aid (CBFA) program delivered through a network of primary health care clinics that were operated by the Ministry of Health;
- *Disaster preparedness*; through the continuation of the IRCS lead role in disaster management (DM), as mandated by the former regime.

A third core program area of Strategy 2010 – focusing on an advocacy role in the promotion of humanitarian values – was a goal identified in the Appeal that had made little headway under the former regime.

To a large extent, the goals and objectives set out in the 2003-2004 Annual Appeal for Iraq were frustrated by the circumstances of the March/April conflict and its subsequent aftermath, including the widespread looting, lawlessness and the serious insecurity which continues unabated until now.

One strength of the National Society, the disaster preparedness training of its volunteers, will stand with valor in Red Cross Red Crescent history, as individuals performed traditional RCRC activities in the midst of the war-fighting at great personal risk, as described below in the Disaster Management section of this report.

The Federation proposes that the remaining balance of CHF XXX (to be filled in once specified) will be transferred on a provisional basis to the revised Emergency Appeal (no. 08/2003), and is in the process of discussing and confirming this with the respective donors.

Objectives, Achievements, and Constraints

Health and Care

The Health and Care program has served as one of the two principal activities of the Iraqi Red Crescent Society, with program content having been delivered mainly through the network of Ministry of Health (MoH) primary health care centres (PHC) under the banner of CBFA – community-based first aid. The focus of concern prior to the war had been on prevention, with education and awareness-building on the importance of hygiene with food, water and personal cleanliness, and on mitigating the effects of diarrhea and respiratory infections, which have historically been a major cause of mortality in children under five years of age.

Until the onset of the war, the National Society had been making good progress on Health and Care program delivery via the CBFA heading.

Specifically:

- 18 CBFA training workshops were delivered in the first quarter of 2003, one in each branch, resulting in an additional 360 new volunteers knowledgeable in first aid and in health education issues. Most of these volunteers remain with the National Society (NS) and are expected to participate in the re-engineered, community-focused community-based health intervention (CBHI) program.
- Trained volunteers in all of the IRCS branches delivered a total of 1,080 health education sessions. Venues included PHC centres, schools, and other public facilities. The program content covered nutrition, breast-feeding and the prevention of communicable diseases.
- In preparation for an imminent conflict, a disaster response refresher course was conducted for volunteers generally – with a specific focus on IRCS youth – on the topics of triage and transportation of wounded, handling of corpses, water and food emergency hygiene. Written instructions were produced and distributed to branches in all 18 governorates.
- During the appeal period prior to the war, the IRCS national office health department staff were trained in accounting, reporting and general management skills, so that the CBFA program could be handed over in its entirety to the NS. It is noted that this investment remains valid, because the majority of these personnel remain in the employ of the NS following the resumption of IRCS post-war activity.
- Management workshops for health program coordinators have continued after the war in the central and southern governorates.
- NS and Federation staff had established the basics for transitioning the PHC-centric CBFA program into the CBHI initiative, as reflected in the current Post-war Rehabilitation Appeal.

After the war, the Health and Care program delivery was curtailed because of the difficult security conditions, and due to the hiatus in branch management as the NS change process worked its way through the election process in the branches.

With reference to the Health and Care program areas explicitly identified in the 01.88/2003 Annual Appeal:

Immunization Campaigns

In the months leading up to the war, the Iraqi Red Crescent continued its implementation of a partnership started in November 2000 with WHO, with UNICEF, and with the former regime's MoH to provide monitoring of polio and measles vaccine recipients, where IRCS volunteers go door-to-door to confirm that children under five years of age had received their polio immunizations and that all children to age 18 got their measles vaccines.

During February 2003, IRCS volunteers surveyed communities determined to be at high risk to verify that the intended recipients had received their polio oral vaccine. The second such survey, scheduled for mid-April, did not occur because the year 2003's second polio vaccination campaign, with a target of five million children, was cancelled due to the outbreak of hostilities.

As well, the measles inoculation campaign, scheduled for May of 2003, did not take place because of the logistical disruptions, the destruction by looting of stocks and cold-storage facilities, and the widespread insecurity in the aftermath of the war.

The NS's independent monitoring function for the reconstituted national immunization campaigns of the MoH and UNICEF is included in the 5 September revised Appeal. This activity, which generates significant publicity and goodwill for the IRCS, is now integrated into the National Society's CBHI program for all 18 of the country's governorates.

Health education on breast cancer prevention

Although no activities were undertaken as a separate program focus on this topic because no dedicated funds were forthcoming on this Appeal item, breast cancer preventative awareness was included as a part of the overall health education dissemination.

HIV/AIDS

No activities were undertaken as no funds were available for the intended program. During September 2003, representatives of the Iraqi Red Crescent participated in an HIV/AIDS Training-of-Trainers workshop in Amman, Jordan, sponsored by the Middle East & North Africa regional delegation.

To provide continuity for this program intent, HIV/AIDS awareness is an integral component of the disease prevention and health promotion activities in the revised Appeal for Iraq published on 5 September 2003.

Land Mine Victims

In previous years, and in the build-up prior to the March-April conflict, the ICRC had traditionally supported National Society branches with provision of land mine awareness training and with staff salary support for related program delivery in branch communities, as well as providing resources in prosthetics and in physiotherapeutic counselling for the IRCS orthopaedic centre in Mosul. After the cessation of hostilities, the ICRC expanded the training program to include community education in all categories of unexploded ordnance. The program is entitled ERWA – Explosive Remnants of War Awareness.

To complement these cooperation activities with ICRC, the National Society – with Federation support – had been developing a physical and social rehabilitation program for land mine victims. NS and delegation staff invested time in planning the initial design of a training centre for war remnants victims and on a program to recruit land mine victims as IRCS volunteers and health educators.

The war interrupted progress on these activities. The 5 September revised Appeal renews this objective with a psychosocial support program that includes:

- continuation of the construction activity for two training and rehabilitation centres for victims of war;

- an expanded objective to support war victims' families; and
- public advocacy for sensitizing communities to the plight of war victims.

Disaster Management

Before the conflict, the Iraqi Red Crescent played a lead role in DM responsibilities in its capacity as coordinator of the former government's "High Committee for Assisting Victims of Disasters". Ongoing activities mainly involved preparedness and response for the droughts and occasional flooding that beset the country. The Federation supported regular and ongoing training of headquarters and branch staff. A core of IRCS volunteers in all of the branches received disaster response and basic first aid instruction in the twelve months prior to the March 20th outbreak of hostilities.

While a number of the trained volunteers distinguished themselves by their actions during the conflict, staff management and leadership was not evident with the onset of the crisis. Consequently, organized DM plans were not put into effect. The absence in the days after March 20th of the former regime's pervasive influence and strict control was a mitigating factor in the collapse of the NS organized structure, both in disaster response coordination during the war and overall in the management of the IRCS institution. This vacuum has since been filled with newly-elected representative governance at the national and branch levels, and with a change process and revised NS statutes well underway.

At the end of September 2003, the ongoing or revised DM role of the IRCS within the national context remains to be determined, in anticipation of an articulated national government structure. The Federation's *Post-war Rehabilitation Appeal for Iraq* determines a cohesive institutional structure within the NS organization for disaster preparedness and response at the local community level, based upon the development of Disaster Response Teams according to established Federation and SPHERE standards.

Disaster Preparedness

In the normal course of preparedness activities prior to the war, relief stocks were stored in four regional warehouses; Erbil and Mosul in the north, Basrah in the south, and in the Baghdad central warehouse. Additional supplies were also pre-positioned in branches which had storage facilities. Although some storekeeping records were lost as a consequence of the conflict, informal reports indicate that relief goods were distributed by the IRCS volunteers to families displaced from their homes during the conflict. An updated inventory count has since been commenced.

The request for disaster preparedness supplies listed in the 01.88/2003 Appeal and its related budget was carried over into the 20 March Emergency Preparedness Appeal, and reported in the forthcoming Operations Update for that appeal.

Disaster Response

With the onset of war, NS staff did not deliver the planned DM coordination. Nevertheless, IRCS volunteers trained in disaster response took to the streets in conflict areas, engaging in the kind of personal initiatives for which the International Red Cross Red Crescent Movement is renowned. NS volunteers provided first aid in the midst of the fighting and offered assistance in hospitals, helped to evacuate the wounded and bodies of the dead, identified mortal remains and assisted in burials. In the immediate aftermath, IRCS volunteers warned people about the dangers of unexploded ordnance, recorded 'safe and well' messages for subsequent communication by the ICRC, and continued with the identification and burial of remains.

In the weeks after cessation of the conflict, in a direct validation of the NS credibility and profile amongst the general public, IRCS branches were besieged with anxious relatives looking for missing family members. A database of the missing from this and from past wars, and from disappearances during the previous era, is in the process of being established by the ICRC.

Rehabilitation

The IRCS was involved in the rehabilitation of 44 MoH primary health care centres between 1999 and the end of 2002, with construction management and supervision provided by the Federation on behalf of the NS. The rationale for this involvement was that these buildings were used as venues for the delivery of IRCS health education programs and as activity centres for community involvement at the grassroots level. A further eleven PHC rehabilitation projects were completed during the 2003 Appeal reporting period, ten funded by the

Netherlands RC and one by the American RC. One more PHC – in the Rashdiya district of Baghdad – will be constructed under Federation auspices with funding from the UAE Red Crescent.

In the current absence of MoH policy or strategy on health delivery, compounded by the uncertainty regarding possible privatization of health services, and with respect to the ongoing requirements to maintain the IRCS building assets, a mutual decision was taken to transfer skills and responsibilities for all further PHC rehabilitation and management of IRCS physical plants directly to the NS, with the intention that any further PHC projects will be managed by the IRCS and funded bi-laterally. The war victims rehabilitation centres described in the 5 September Post-war Appeal are intended to be funded through the Federation with construction managed by the IRCS engineering department. All existing contractual commitments through the Federation will be continued to completion, and have been subsequently included in the 5 September Revised Appeal.

The 2003 Annual Appeal described an objective to rehabilitate small, community-based water treatment plants (WTP). European Community Humanitarian Office (ECHO) funding was received through the Netherlands RC to rebuild four such WTPs. However, for several reasons, actual building work was never started before the security situation worsened, and then the decision was taken to cancel the project. The partners have been advised accordingly that these activities cannot be completed.

Humanitarian Values

The promotion of the Movement's fundamental principles and humanitarian values is a core Strategy 2010 mandate of all national societies. The 2003 Annual Appeal for Iraq included an objective for the NS to take a proactive communications and advocacy stance, with a specific focus on promoting the Movement policy regarding the impacts of sanctions on the most vulnerable.

Conditions in Iraq during the run-up to war constrained any meaningful action in this respect, compounded by a lack of donors response to this objective.

Following the war, a thematic video promoting the IRCS was produced on the 'power of humanity', which has subsequently been aired on both Arabic and English satellite television networks. (*A copy on CD of this video is available from the Secretariat*).

The IRCS holds great potential to serve as a model of humanitarian action for the building of a renewed civil society in Iraq, and the 5 September Post-war Appeal describes an integrated approach towards this goal, where all IRCS staff and volunteers are imbued with these underlying tenets of the Movement, and dissemination of the fundamental principles and humanitarian values becomes an essential aspect of communication with partners, with stakeholders, with the communities served by the IRCS, and throughout all program activities.

Organizational Development

The Iraqi Red Crescent has undergone a complete upheaval as a result of the war. Steadfast volunteers from the branches – with guidance and supervision provided by a Special Representative seconded from the Federation Secretariat – elected an interim Governing Board for the NS on 8 May 2003, to lead the IRCS through a needed change process and to oversee the revision of the NS governing statutes.

Volunteers in all branches have reviewed their management and senior governance, and in many governorates, new branch managers were elected, many of whom coming from the volunteer base. In recognition of the vital role of volunteers, the IRCS intends to improve training and to increase the number of volunteers.

The Youth Department, abandoned by the previous IRCS administration, has been revitalized.

Plans are well underway to refurbish the national headquarters building and branch offices, which had deteriorated over the years.

Where meaningful capacity-building had previously been frustrated by unilateral appointments of senior management, frequent turn-over of board members, and a seriously constrained working environment, the newly and freely-elected leadership of the IRCS at national and branch levels represent a significant opportunity for organizational development of the NS when the country situation begins to stabilize.

International Representation

The Annual Appeal had described an intention to leverage the unique status of the IRCS as coordinator of the “High Committee” for disaster coordination to further develop relationships with international NGOs operating in the country. A similar objective was stated in respect of the NS collaboration with WHO and UNICEF in the delivery of the nation-wide polio and measles inoculation campaigns.

A further statement in the 2003 Appeal document mitigated these objectives with a comment that the IRCS was at times perceived by the international community as too closely affiliated with the government, with a commitment to improve the NS image accordingly.

In this new post-war era, the IRCS no longer enjoys a special status with a government that no longer exists! The formal recognition by an internationally-recognized Government of Iraq of the neutral and independent role of the NS will be sought after the revised statutes have been approved by the Federation and the ICRC.

The relationship with WHO and UNICEF remains strong, and discussions are actively underway regarding the IRCS role in the next round of polio and measles vaccinations after the interruptions and delays caused by the war. The re-commencement of these inoculation campaigns is also affected by the dire and ongoing security constraints, as well as by the reduced presence of the UN in Iraq in the latter part of 2003.

The IRCS relationship with its neighbouring sister societies has been strengthened by the level of material support provided during and after the conflict, and by the confidence in the new leadership expressed thereafter by representatives of the Movement.

The Iraqi Red Crescent continues to uphold its neutral and independent status during this period of turmoil and historic transition, and fully intends to emerge as a significant participating entity amongst stakeholders contributing to the health and well-being of the country’s community life.

For further information please contact:

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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.

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>

APPEAL No. 01.88/2003

PLEDGES RECEIVED

23/10/03

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				7,095,163	TOTAL COVERAGE 20.3%	
CASH CARRIED FORWARD				271,237		
AMERICAN - PRIVATE DONOR		75	USD	102	28.03.03	
NORWEGIAN - GOVT/RC		3,640,000	NOK	687,050	21.03.03	DISASTER MGT, CBFA, O. D.
SLOVAK - RC		171,365	SKK	6,306	26.06.03	
SWEDISH - RC & GOVT		1,000,000	SEK	168,000	16.05.03	HEALTH & CARE, CBFA
UNITED ARAB EMIRATES - RC		125,000	USD	170,625	28.07.03	RACHIDIYA HEALTH CENTRE
SUB/TOTAL RECEIVED IN CASH				1,303,320	CHF	18.4%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
NETHERLANDS	DELEGATE(S)			45,000		
SWEDEN	DELEGATE(S)			39,000		
NORWAY	DELEGATE(S)			48,000		
NORWAY	DELEGATE(S)			4,000		
FINLAND	DELEGATE(S)			3,000		
SUB/TOTAL RECEIVED IN KIND/SERVICES				139,000	CHF	2.0%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	

Project Summary Financial Statement by Appeal

All Donors.

Period: January through August of 2003

Appeal: 01.88/03 - IRAQ (01/01/2003 - 31/12/2003)

Project	Opening	INCOME					EXPENDITURE									Closing
		Voluntary Contributions.		Transfers	Other Income	Total Income	Supplies	Capital Transport	PS Personnel	General Expenditure	Transfers	Provisions	Total Expenditure			
		Selected Donors	Others													
PIQ000 - Iraq - National Coordination	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PIQ004 - Iraq - 2001 Organisat. Development	11,671	136,136	0	96,676	0	244,483	1,950	23,857	2,906	14,438	112,798	14,708	0	51,461	222,118	22,365
PIQ162 - Iraq - 2003 DPP	0	102	0	0	0	102	0	0	0	0	0	0	0	0	0	102
PIQ163 - Iraq - 2003 Relief	0	278,441	0	0	0	278,441	16,707	121	2,427	2,563	7,549	3,789	0	6,277	39,433	239,008
PIQ166 - Iraq - 2003 PHC	0	170,605	0	0	0	170,605	0	0	0	0	0	0	0	0	0	170,605
PIQ300 - Iraq - 2001 Income Gener./Landmines	127,810	3,399	0	0	0	131,209	405	0	390	1,613	16,758	3,101	0	2,550	24,817	106,392
PIQ400 - Iraq - Polio project	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PIQ401 - Iraq - 2001 CBFA	0	272,272	0	-272,272	0	0	0	0	0	0	0	0	0	0	0	0
PIQ403 - Iraq - 2002 CBFA	131,756	84,500	0	33,242	0	249,498	251	0	1,248	2,354	28,027	4,335	0	0	36,215	213,283
01.88/03	271,237	945,455	0	-142,354	0	1,074,338	19,313	23,978	6,971	20,968	165,132	25,933	0	60,288	322,583	751,755
Grand Totals	271,237	945,455	0	-142,354	0	1,074,338	19,313	23,978	6,971	20,968	165,132	25,933	0	60,288	322,583	751,755

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