

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: HUMANITARIAN CRISIS – POST WAR REHABILITATION

Appeal No. 08/03
30 June 2006

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 183 countries.

In Brief

Interim Final Report ; Period covered: 5 September 2003 to 31 March 2006; Final appeal coverage: 108.3%.
<[click here to link directly to the attached Interim Financial Report](#)>.

Appeal history:

- Originally launched on 20 March 2003 for CHF 111,039,000 (USD 79,776,929 or EUR 75,481,631) for nine months to assist 305,000 beneficiaries during and after the war in Iraq
- The Emergency Appeal was revised and reissued on 5 September 2003 with a reduced budget of CHF 30,937,000 (USD 24,551,080 or EUR 19,844,625) for activities focusing on rehabilitation in the post-war period and up to the end of December 2004.
- The Appeal was later extended three times with a final closing date of 31 March 2006 without further budget revisions.
- Disaster Relief Emergency Funds (DREF) were allocated in the initial emergency phase of CHF 75,000 but have been refunded in full.

Summary:

Due to the dramatic escalation of the security problems in Baghdad and other cities of Iraq, the completion of a number of reconstruction and rehabilitation projects implemented within this appeal have been delayed by 2-3 months beyond March 2006. By the end of June 2006 they have been almost completed, however, the final payments to the contractors and suppliers were delayed as the result of the above problems. It is hoped that within the next 1-2 months, all outstanding financial commitments will be fully met. Thus, the interim final narrative and financial report will be replaced by the final one. Any left-over balance is proposed to be rolled into the ongoing emergency appeal (no.05EA026), which was launched on 10 November 2005.

This operation is aligned with the International Federation's Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

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All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

For longer-term programmes, please refer to the Federation's Annual Appeal.

Background and Summary

The original Emergency Appeal was launched at the time of the war in Iraq and covered preparedness activities in the surrounding countries in anticipation of an exodus of displaced families. This did not happen to any significant extent, and once the Federation's delegation in Baghdad reopened, the focus became more on what had to be done inside Iraq, while the facilities in the neighboring states were wound down. Programme Update no.11 - dated 16 October 2003 (http://www.ifrc.org/cgi/pdf_appeals.pl?03/080311.pdf) - reports fully on this phase of the operation. Therefore this current document will only concentrate on activities from the time of the revised appeal, dated 5 September 2003.

Unusual for an Emergency Appeal, this one has been current for three years. There was no quick solution, no single emergency situation to address, but instead a long and complex process regularly throwing up new crises which the branches and volunteers have responded to locally, as well as the ongoing work of institutional support and reform within the Iraqi Red Crescent Society (IRCS) itself. Objectives have frequently been amended, some activities have not been possible and others have taken their place, and throughout this period all donors have shown understanding and support for these unplanned changes. During this three year period much has certainly been achieved - though much still remains to be done. The major obstacle to all activities and plans has been the highly volatile and dangerous security situation around the country, so even though the Appeal has been well supported not all the initial objectives were met due to these constraints.

While the war itself in Iraq did not produce the acute and immediate emergency situation predicted, aggravating factors in the postwar situation certainly caused 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 still – three years later – not been achieved, thus delaying the reconstruction and the rehabilitation of the country's vital systems and institutions. Alongside many urgent needs in many sectors throughout the country, serious humanitarian needs have continued to develop particularly in the water, sanitation and health sectors. The increasing levels of insecurity across the country are at the source of the real sense of concern and frustration experienced by the Iraqi population, limiting their access to what remains of the basic infrastructure and public services.

The Iraqi Red Crescent Society, with the support of the International Federation, the International Committee of the Red Cross (ICRC) and other RC partners, has played and increasingly important national response role across the country, as many of the other international assistance agencies have found it impossible to operate on the ground inside Iraq. The Federation decided in December 2003 to relocate its international team to Amman, Jordan, and support to the IRCS and the office in Baghdad has continued from Amman since then.

This Emergency Appeal has now been superseded by a new Emergency Appeal (no.05EA026) issued on 10 November 2005, which can be accessed at http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA026.pdf

Country Strategy

The strategy for the RC interventions in Iraq was established during mid-2003 when a team of Federation, IRCS, ICRC and Participating National Societies (PNS) delegates and staff spent a month visiting all branches and determining with them the programming priorities and needs in comparison with realistic possibilities for support and follow-up. The key findings of their assessment were:

- The IRCS volunteers in the branches were very committed but improved volunteer management and a better gender balance was required
- There was a need to recommence pre-war activities in areas of expertise in a more programmed way and with a unified design across all branches
- There was a need for a structured 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 volunteer management and youth activities
- All NS management systems needed improvement, particularly planning, financial, human resources, administration, IT and logistics systems
- The branches needed to be more directly involved in the running of the NS
- Activities such as community based first aid (CBFA), immunization monitoring and first aid seem to be highly appreciated by, and relevant to, the communities. However, the outreach of these programmes was limited
- Branches needed to be better resourced to ensure adequate backup to programme activities
- There was a need for better training in disaster management
- There was a need for a psychological support programme for volunteers and staff members
- Respect for the emblem and its use was identified as an area of concern.

It was therefore confirmed at this point that the Federation's assistance to the IRCS would focus on core Red Cross and Red Crescent programmes and activities. The most important long-term priorities would remain the 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 of the communities by using the vulnerability capacity assessment results.

Additional Activities

As a follow-on from the preparedness activities in the neighboring countries, a supplementary disaster management programme in Syria and Jordan was continued with these two NSs aimed at further strengthening their capacity in the field of disaster preparedness and response (please see page 9).

1. Organizational Development - Foundation, organizational structure, and programme design and management

Overall goal: The IRCS aims to be 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

The post-war situation created a clear opportunity for the Movement to make a strategic contribution to the rebuilding and restructuring of the Iraqi Red Crescent Society which had itself indicated this as a major priority and had given their commitment to change. Training programmes and mentoring processes were put in place in a number of areas and notable successes have been seen (eg: reporting, logistics, youth programmes) both at HQ level and with the branches. This was obviously considerably easier while the delegation was still in Baghdad, but later these trainings were held in Jordan or Syria and participants had to travel out of Iraq to attend – while safer inevitably the costs increased.

Considerable internal struggles at the IRCS leadership levels created a crisis situation in early 2004 but this was later resolved with the concerted inputs of a “Support Group” (with representatives from the Federation, the ICRC and several other NSs). The Statutes were revised and adopted at a general assembly in Baghdad in July 2005; a new president and governing board, including representatives from seven branches, were elected, and gradually the IRCS settled down. The roles of the Governance and the Management are explicitly differentiated in the new Statutes. Youth and Volunteer policies have been developed and are due to be adopted by the Governing Board in later 2006. A Human Resources policy is in the process of development. Capacity building and Communication policies have yet to be started.

Gender issues have been systematically addressed through all programmes via a series of workshops conducted during 2004 and the Federation’s Gender Pack, in Arabic, has been widely circulated.

The development of a Strategic Plan has not been finalized, partly due to the ongoing insecurity and inability to make realistic plans in this uncertain context. Through its interventions in emergencies all over the country in the last years – often the only agency able to operate in many areas – the IRCS has been recognized for its contribution to the building of the emerging civil society in Iraq.

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

Due to the ongoing insecurity throughout much of the country, access to the various branches by Federation staff and IRCS colleagues has been next to impossible, and many of the planned training programmes have had to be changed. Some have still been held in Jordan or Syria, but this has meant restricted numbers and higher costs. Because of this and the priorities once again reverting to emergency interventions, much of the IRCS’ efforts have gone into localized relief activities rather than national humanitarian programmes. The plans to have better vulnerability patterns of the Iraqi population and to have the branches tailor their local activities to the needs of the vulnerable sections of the population have not really come to fruition. Although it was intended to develop a four-year national society development plan when this Appeal was developed in 2003, having such a long-term plan is not realistic in the current circumstances. Moreover, new needs on a regular basis often divert even short-term planning.



Distributions of winter assistance kits have been carried out across the country

With initial support provided by the Federation and the Movement, extensive and appropriate relief services have been delivered to vulnerable target groups but these have tended to be emergency-focused rather than planned. In a national sense, distributions of winter assistance kits have been carried out across the country; clothing distributions at the time of Eid al-Fitr have been done; a number of interventions have been made to Baghdad orphanages and social institutions needing assistance. Local responses have been varied and widespread – conflict areas, the stampede at the bridge in Baghdad, internally displaced persons (IDPs), refugee groups and so on. Volunteers and youth members have been systematically involved and their skills have been used in the provision of these services.

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

Despite some early uncertainties about the neutral role of the IRCS, the Iraqi public has been increasingly recognizing and respecting the IRCS, its Emblem, members and activities, as a result of the public awareness campaign and in the knowledge that the assistance given is indeed impartial and non-sectarian. IRCS premises, vehicles and equipment have been clearly marked with stickers, flags and displays. IRCS volunteers, youth and staff members have received marked uniforms and organizational identifications (t-shirt, vests, badges, caps, ID cards etc.).

Via its presence in the trouble spots across the country and the interest – at least in the early days – from the international media, the IRCS's profile both nationally and internationally was regularly the subject of media interviews and stories.

With the support of the Movement, the IRCS is still working to adopt internal regulations to clarify the use of the Emblem. Publicity materials for the awareness campaign have been produced in Arabic and other languages spoken in Iraq (posters, TV spots, radio ads, etc.).

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

Much effort has been put into the training of existing and new staff members in better systems in administration, finance, human resources, IT, public relations and external and internal communication. This training has focused on senior staff at HQ and branch levels though others have also benefited. However, heavy staff turnover at certain times during this period and the need to hold all trainings outside Iraq have meant that clear improvements in delivery have taken time. Still, by the time of this report the capacity improvements within IRCS have become clear in most of the above areas. The IRCS has also undertaken some of its own in-house training.

A new computer system and software package has been provided to the IRCS finance and administration department, with requisite training modules, to enhance their financial management and reporting abilities. This work has not been completed and will continue until late 2006.

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. All branches have received basic support in vehicles, equipment, furniture, IT, radio communication and training materials. Plans to install an HF radio network were drawn up and funded by the Spanish Red Cross and the equipment has been delivered to the IRCS. Training on installation is yet to be finalized before the system can be nationally installed and made operational.

Coordination and communication between the headquarters and the branches and among branches themselves has also improved through structured meetings and knowledge sharing panels. Reporting systems have been put in place, and training has been carried out over the last years, contributing to the transparency and the credibility of the IRCS in relation to its stakeholders. These trainings will continue, particularly at branch levels and for new staff members.

Plans to hold a donors' information meeting inside Iraq have unfortunately not materialized by this time though one is planned for mid-2006.

Plans for the IRCS to become increasingly self-sufficient over the recent years have again been hampered by the lack of real progress in the economy in general. However, this remains a stated aim of the IRCS leadership as and when things normalize in the country.

Objective 5: The IRCS is effectively managing its volunteers.

IRCS volunteers and youth members have been very active and committed over the recent past but expressed an expectation that they should be more involved in policy design and at more senior levels. In the last three years a new and energetic Head of Youth Department has been appointed who is committed to increase the involvement

of the volunteers and youth members. Policies on the IRCS youth and volunteers have been formulated and discussed at youth officer level of the national society at HQ and the branches. These are due to be disseminated during 2006 and hopefully adopted by the Governing Board later this year. Plans of action for the IRCS Youth have also been approved and gradually implemented in six branches during 2004. Unfortunately not all branches yet have active Youth sections.



IRCS youth members have participated at management trainings

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. Additional improvements to the systems for volunteer management have been approved and were introduced by mid-2004 in a number of branches with plans for a national coverage.

The instructions for the use of training equipment have been translated into Arabic as well as the production of appropriate training manuals. IRCS volunteers and youth members have actively participated at the national and international meetings and Red Cross and Red Crescent youth camps in the region, as well as specifically targeted training sessions and camps held in Jordan. A gender perspective has been taken into account in all the activities that have been implemented by volunteers.

Physical rehabilitation and transfer of technical expertise

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.



The maternity hospital in Kut city is one of the health facilities rehabilitated with the support of the Federation and IRCS

Background and achievements

Since 1999 the Federation has supported the IRCS through the rehabilitation and reconstruction of primary health care centres (PHCs) and other health facilities through technical support via an engineering department and with finance. The post-war assessment indicated a large number of NS-owned buildings still in need of rehabilitation, as well as some larger NS hospital buildings and some other assets like branch buildings and storage facilities. The Federation's technical department was effectively merged with the IRCS team as part of the overall organizational development support provided to the national society, and this team has continued to plan, issue the tenders and later to monitor and supervise the local contractors during the various works processes. In spite of

the security constraints, all buildings have now been completed to a high standard and more or less on time. These works were carried out in close cooperation with the Ministry of Health and with the Directorates of Health in the designated governorates.

The buildings were funded by multilateral and/or individual donors as shown below. The IRCS will continue to manage the ongoing maintenance and management of its properties.

Original Plans	Actual achievements	Donor
Psycho-social Support Centre in Sulaymaniyeh	Project inherited from pre-war. All construction procedures undertaken and building finished in November 2004, and handed over to the Sulaymaniyeh Branch	Building funded by Bavarian Branch of the German Red Cross + funds for equipment from the South African Government
Psycho-social Support Centre in Basra	Project inherited from pre-war. All construction procedures undertaken and building finished in November 2004, and handed over to the Basra Branch	Building funded by the German Red Cross + funds for equipment from the South African Government
Completion of seven Water Treatment plants	Project inherited from pre-war. Later cancelled	ECHO
Rehabilitation of Pediatric Surgical Hospital, Baghdad	Completed	Italian Red Cross Korean Red Cross
Rehabilitation of Maternity Hospital, Baghdad	Completed	German Red Cross
Construction of the Rashidiya PHC Centre	Completed and handed over	United Arab Emirates Red Crescent
Construction of Anbar Branch Building, in Diyala	Completed and handed over to the Branch	Korean Red Cross
Rehabilitation of Surgical Hospital, Baghdad	Completed	USAID/PRM
Construction of Warehouse, Salah-al Din Branch	Completed	Multilateral support
Rehabilitation of Maternity Hospital, Kut	Rebuilding work completed in March 2006; final delivery of equipment and machinery anticipated by July 2006	USAID/PRM
Rehabilitation of IRCS Baghdad Branch building	Completed and handed over in November 2005	USAID/PRM
Rehabilitation work at seven orphanages, Baghdad	Rehabilitation work and material purchasing completed in early 2006	German Red Cross



The construction of the Salah-al Din warehouse is completed with bilateral support from donors

An independent IRCS engineering department became fully functional by the end of 2004 with the necessary related technical skills in construction, site supervision, tendering, reporting and 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.

2. Health and Care

Community-based health intervention (CBHI)

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.

Background

The national society's 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 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 the United Nations Children's Fund (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 early 2003.

Following the war, 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 immediately after the conflict ended, 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 continues to 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 ongoing training of new volunteers, with an adequate support structure, to enhance and expand the health activities of the IRCS.

Objective 1: The IRCS has an increased capacity to plan, organize and implement the Health Education programme in the PHCs and the community, and to organize volunteer participation in National Immunization Campaigns (NIDs), in collaboration with the Ministry of Health and UNICEF

A target of 900,000 beneficiaries countrywide to benefit from a health campaign for the prevention of diarrhoea and dehydration, malnutrition and HIV/AIDS, through the implementation of home visit activities by volunteers, and health education sessions at public health centres and other public institutions, was set in the original Appeal. By late 2004 it became obvious that this was too ambitious in the operating environment of the time, and this was revised downwards to 300,000, and the planned services were provided where access was possible. Over 30,000 beneficiaries were provided with the basic resources for the treatment of diarrhoea, and basic hygiene implements as well as hygiene education sessions. Volunteers have, though, continued to work on outreach programmes from the PHCs, undertaking health promotion and education activities.

The National Immunization Campaign has continued to be followed in all governorates and the IRCS has continued its involvement since before the war. This has given a good profile to the IRCS volunteers, where over 600 volunteers have been deployed in important monitoring roles in support of the Ministry of Health (MoH), providing important logistical and follow-up assistance to the health authorities.

In some governorates the health coordinators have established regular coordination meetings with community leaders in order to ensure community participation in the development of relevant health programmes, but this has also been hampered in places by the insecurity. Plans to activate a number of Oral Re-hydration Units (ORUs) were not completed under this Appeal as other donors covered these needs.

It was anticipated that to sustain implementation of the CBHI programme in each identified community, 900 new IRCS volunteers in the country would have been recruited and have participated in training courses; unfortunately as people had other urgent priorities, many trained volunteers have left and this number has also not been

achieved. However there are still over 5,400 active volunteers across all branches, working regularly in health activities.

Relationships with the Ministry of Health have been maintained and strengthened and the MoH considers the IRCS an important partner in most parts of the country.

Objective 2: The IRCS has an increased capacity to plan, organize and implement 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.

A national RCS Training Plan of Action was drawn up in late 2004 to address the Society's capacity for professional planning and supervision in training matters. Training of Trainer sessions for IRCS staff and volunteers were actively implemented in the branches for the health-related programmes from early 2005, following advanced training of the teachers. Training of volunteers in the areas of health promotion, including HIV/AIDS, first aid and advanced first aid proceeded satisfactorily, and by the middle of 2006 some 600, 600 and 40 volunteers had been trained through the training sessions (against plans for 900, 4,350 and 90 respectively). The planned training programme was hampered because of the security situation in the country, and the change in priority activities. Relevant training materials were produced in Arabic and distributed to all Branches, and support for a simple training centre has been organized in each branch.

It has not been possible to proceed with planned income-generating activities at Branch level via the organization of public training sessions, mainly because of the security constraints.

Psycho-social programmes

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.

The original assessment work, while identifying the needs in the community at large, highlighted the importance of working initially with the volunteers themselves, providing them with suitable training and support in this field. A number of IRCS staff and volunteers have benefited from such sessions but despite this and the presence (for a year) of a social development delegate, little real progress has been made in this sector at a community level. Localised interventions have been made at times of crisis (eg: Falluja, the bridge stampede in Baghdad) and these have been appreciated. However, no IRCS-wide system of programmes have been developed.

Certain elements of the psychosocial support programme have been formally introduced into programmes and curricula of the CBHI training, organizational development and volunteer management, youth programmes, principles and values, tracing, disaster management.

Vocational training and psycho-social support to victims of war

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

Construction of two rehabilitation centres (in Basra and Sulaymaniyeh) were part of a project delayed by the onset of the war, but were completed with funds from the German Red Cross in the months following the conflict. They were intended to be used for vocational training education for up to 600 war victims, giving them new skills and the ability to earn an income. However, although the buildings have been completed to a high standard and handed

over to the branches, initial beneficiary targeting and realistic programme identification was insufficient and the social activities have not yet been adequately developed and put into place. This is regularly discussed with the Branches and remains something still to be done. Computer training sessions in an equipped IT workshop are being offered at the Basra centre as part of the income-generation training programme.

With the logistics assistance of the Federation, several containers of wheelchairs were supplied by the Spanish RC towards this programme, and were greatly appreciated by the recipients across the country.

3. Disaster Management

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.

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. Clearly the anticipated activities had more to do with social problems and poverty and health issues, but during the course of this appeal the IRCS has been consistently involved in the aftermath of numerous security incidents, population displacements, refugee support, flood responses and a variety of other unplanned disasters. Of particular note, are the following:

- Flooding in Nassariyah
- Aftermath of conflict and IDPs in Falluja
- Aftermath of conflict and IDPs in Ramadi
- Talafar IDP situation
- Sudanese Refugees stranded in desert
- Baghdad Bridge Stampede
- Widespread flooding in early 2006

With the financial and logistical support of the Federation, the ICRC and a number of other RC partners, notably the United Arab Emirates Red Crescent, and other external partners, support to a long list of problems has been quick and efficient with the IRCS very much at the forefront of the response. Most of these operations have been reported on via special reports or the regular Operation Updates.

Wherever possible the local branches have been given the resources and support to respond directly, but the IRCS HQ and the Baghdad Branch have both been very active in these activities across the country. A limited amount of disaster stock and household kits have been pre-positioned at branch level, and regional warehouses have been reconstructed or repaired as part of the longer term planning. Vulnerability and Capacity Assessment trainings have been given at branch levels.

Despite the insecurity plaguing the country, it has been notable that the IRCS, using its own logo exclusively, has managed to operate in all parts of the country with all sections of the community during emergency operations. Unfortunately several casualties were recorded amongst staff and volunteers during this period via attacks on convoys or being caught up in the conflict.

Disaster Management in the countries neighbouring Iraq: Syria and Jordan

Both Syria and Jordan are disaster prone countries : major risks include natural disasters, conflicts, terrorism and socio-economic vulnerability. Over the last few years disasters in both countries combined with political and security events occurred in neighbouring countries, specifically Iraq, led the Jordan Red Crescent Society (JRCS) and Syrian Arab Red Crescent Society (SARC) to recognise that their preparedness and response capacities needed strengthening to allow them to play an active and professional role in disaster management, both within their own countries and in the region.

With the support of the British Red Cross Society through the Federation's Appeal, the two NSs undertook measures designed to improve their DM capacities. The specific objectives of the project were:

- to establish disaster management units (DMUs) at national and branch levels.
- to establish national intervention teams (NITs) at national and branch levels.
- to establish an improved logistics capacity
- to provide training for the staff and volunteers on Disaster Preparedness (DP)
- to conduct sub-regional training to establish Regional Disaster Response Teams (RDRT)

The DM strategy has helped the NSs to make a major shift in the way they perceive their role in the community, away from a charity model of service delivery to a more pro-active community based model. This is not only the case in relation to the broad DM approach, but also holds true for other specific interventions such as the VCA and in the social and health programmes which have been the traditional core of their programming.

Through this project, both NSs have now established DM units recognised throughout the organisation by the national and branch boards, staff, volunteers as well as the government authorities. Both NSs have trained close to 1,000 volunteers in basic DM concepts and approaches. Some 200 staff and volunteers have received specialised training in all areas of DM. As part of the project and the change in ways of working, the NSs have begun to work more closely with the communities through the awareness programmes, training and carrying out of Vulnerability and Capacity Assessments (VCAs) in more than 30 vulnerable communities.

The Syrian Arab Red Crescent managed to conduct an NIT exercise in 2004 attended by 70 staff and volunteers from all the 14 branches. The Jordan Red Crescent plans to conduct a similar training in late June 2006.

Logistic capacities have been improved through the introduction of computerised warehousing systems at national HQs and training of staff and volunteers on how to operate them. Some pre-positioning of stocks is in place and procurement procedures were developed and introduced.

Key success factors led to the progress made to date include:

- A changed mindset within the NSs regarding their DM processes;
- A positive political will on the part of elected board members to support the changes;
- The commitment of the senior technical staff, branch committees and the volunteers to implement the changes through an engagement in a transparent and participatory process.

As with any major change process there are challenges as well. For example, the programme has progressed further in Syria than in Jordan, partly due to different “starting points” as well as due to some delays in the JRCS related to staffing issues. The Disaster Management Unit in the SARC has not reached its full operational capacity due to communications problems between the branches and national HQs which delayed the replication of the NIT exercise at branch level. Another challenge was the understanding of the DP concept in the two NSs which was more focused on the preparedness for response at NS level rather than the community based preparedness approach. Measures have been taken to move in the direction of making the NS DM programme move towards community-based preparedness capitalizing on the VCA studies conducted by the two societies.

From early 2006, with the donor’s approval, the project was de-linked from the Iraq Emergency Appeal and came under the Federation’s Middle East Regional programme.

4. Humanitarian values

Objective: Staff and volunteers of the IRCS at HQ and branch levels have a good understanding and appreciation of the Fundamental Principles and humanitarian values of the Movement as well as concerned new government officials such as the police and the army.

Dissemination and discussions regarding the Fundamental Principles and humanitarian values have consistently been included in all training sessions carried out with the IRCS over the last three years, and it can be stated that there is an improved understanding and acceptance within the NS. It has been a challenging environment in which to spread this message.

5. Federation management and coordination

The Federation started this period with a sizeable delegation, re-established after the war, working alongside the IRCS in Baghdad and with plans to maintain a team of technical delegates to assist in the implementation of the identified activities. Due to the gradual deterioration in security, within six months the delegation had been withdrawn to Amman, though it was considered that visits would still be made by delegates to Iraq. Since early 2004 no further delegate visits have been made; instead the Iraqi colleagues have traveled to Amman on a regular basis for consultations, trainings and meetings as necessary. As most of the IRCS' traditional partners have also based themselves in Amman, good coordination between them has been continuing.

A Memorandum of Understanding on the Management and Coordination of International Red Cross and Red Crescent Movement Response in Iraq between the International Federation, the Iraqi Red Crescent and the ICRC was signed in 2005 confirming the partners' commitment to work closer together to ensure the most vulnerable sections of the Iraqi community received maximum benefit from Movement resources by managing them in the most effective and flexible way. One of the objectives of this MoU is "to combine efforts and participation of all the components of the Movement to respond with speed, flexibility and creativity to the needs of the vulnerable people while creating opportunities for reflection on the direction the Movement should be taking in Iraq". It has formed the foundation for all current and future bilateral and multilateral agreements in Iraq, and its signing opened the way for a number of programmes and activities to move ahead.

The IRCS has been encouraged to make and maintain the normal bilateral links with other partners, inside and outside the RC Movement. A number of RC partners have continued direct support to the IRCS in addition to this Appeal, though often with the active assistance of the Federation's delegation in terms of assistance with communication, logistics or monitoring.

The Status Agreement between the Government of Iraq and the International Federation has not yet been signed although discussions have been held on a number of occasions with the relevant authorities.

6. Analysis of the operation – objectives, achievements, impact

The original Appeal objectives were not considered overly ambitious at the time they were developed, but the rapidly changing security situation meant that the priorities of the national society changed from concerted and planned organisation development with linked programmes, to be one of urgent disaster response in many parts of the country. The problems of the Iraqi population to commit voluntary time to the IRCS, the physical safety for individuals, the fact the Federation delegation has been outside Iraq for much of this time, certain problems at senior level within the IRCS itself, the lack of a stable government and a very weak national economy, have all frustrated the original plans.

A fully-funded Appeal and considerable flexibility of donors has given the Federation and IRCS the ability to meet urgent needs as and when they appeared and as the priorities changed or developed. These changes have been communicated to donors throughout the period of this Appeal via the official Operations Updates and through other means, and the argument of keeping an extended Emergency Appeal in what remains clearly an emergency situation is appreciated.

A considerable amount has been achieved – some physical as in the rehabilitated buildings and the extensive disaster response activities etc – and some less tangible – systems development and widespread trainings and capacity building to many IRCS volunteers and staff members. Reporting and information, financial management, logistics and volunteer management within the Society have all improved considerably, putting the IRCS on a stronger base for its future.

The overall impact on some of the most vulnerable of the Iraqi population can be assumed through the targeted distributions of assistance, although these remain mostly short-term. Community-based health programmes reaching large numbers of poorer families, an area in which the IRCS had excellent outreach, has not been satisfactorily achieved in relation to the plans. The IRCS remains very response-oriented and efforts will have to

be made in the coming months and years to move ahead with longer term planning and implementation of such programmes. The security situation has without question been the major constraint in this situation.

7. Financial information

A full financial statement is attached. Provisions will be made this month to reflect the contractual obligations. The expected remaining funds of CHF 1,300,000 from this Appeal are being moved forward to the new Emergency Appeal with the agreement of the relevant donors where necessary.

[Interim final financial report below; click here to return to the title page.](#)

International Federation of Red Cross and Red Crescent Societies

M03EA008 - IRAQ & NEIGHBOURING COUNTRIES: HUMANITARIAN C

Interim financial report

Selected Parameters	
Reporting Timeframe	2003/1-2006/06
Budget Timeframe	2003/01-2006/12
Appeal	M03EA008
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget	3'552'130	17'784'359		9'600'894	0	30'937'383
B. Opening Balance	0	678'544		0	0	678'544
Income						
Cash contributions						
American Red Cross		177'977				177'977
Andorra Red Cross				27'957		27'957
Australian Red Cross	44'556	958'471		19'372		1'022'399
Bangladesh - Private Donors		589				589
Belgian Red Cross (French)		1'222				1'222
Belize Red Cross Society		4'797				4'797
British Red Cross	58'000	7'674'921		616'261		8'349'182
Canadian Red Cross Society		951'243				951'243
Chilean Red Cross		12'037				12'037
China - Private Donors		272				272
China Red Cross Society		68'075				68'075
Cyprus Red Cross	4'512					4'512
Danish Red Cross	1'077'880	818'178		208'195		2'104'253
Finland - Private Donors		15'225				15'225
Finnish Red Cross		362'837				362'837
France - Private Donors		328				328
German Red Cross	403'022	1'028'004				1'431'026
Great Britain - Private Donors		220				220
Hong Kong Red Cross	28'397					28'397
Icelandic Red Cross		107'493				107'493
Indonesian Red Cross Society				30'625		30'625
Irish Government		737'750				737'750
Irish Red Cross Society		99'253				99'253
Italian Red Cross		149'880				149'880
Italy - Private Donors		6'316				6'316
Japanese Red Cross Society		565'630				565'630
Korea Republic National Red C		489'734				489'734
Latvian Red Cross		1'416				1'416
Malaysian Red Crescent Socie		25'268				25'268
Malta Red Cross Society				2'682		2'682
mIRC		22'500				22'500
Monaco Red Cross		59'729		23'085		82'814
Netherlands Red Cross		87'189		2'938		90'127
New York Office		795				795
New Zealand Red Cross	37'813	26'552		4'935		69'301
Norway - Private Donors		190				190
Norwegian Red Cross		954'670				954'670
On Line donations		342'671				342'671
Other		9'303		2'240		11'543
PRM		10'111'725		1'100'575		11'212'300
Singapore - Private Donors		3'689				3'689
South Africa Government	213'160					213'160
Spain - Private Donors		208				208
Spanish Red Cross		324'887		965		325'852
Sweden - Private Donors		70				70
Swedish Red Cross	152'100	396'135		274'570		822'805
Swiss Government		100'000				100'000
Swiss Red Cross	85'721	238'128				323'849
Switzerland - Private Donors		547		10'424		10'971
United Arab Emirates Red Cre:		12'856				12'856
United States - Private Donors		12'627				12'627
C1. Cash contributions	2'105'161	26'961'606		2'324'824		31'391'591

International Federation of Red Cross and Red Crescent Societies

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Reallocations (within appeal or from/to another appeal)

American Government		0		0
British Red Cross		210'732	-400'000	-189'268
Danish Red Cross	-604'418			-604'418
Icelandic Red Cross		-55'293		-55'293
Irish Government	55'311	-55'311		0
Irish Red Cross Society	55'427	-55'427		0
Japanese Red Cross Society	-16'175	16'175		0
Korea Republic National Red C		-23'800		-23'800
Netherlands Red Cross		0		0
Norwegian Red Cross	-269'139	269'139		0
PRM		-24'943	24'943	0
Swedish Red Cross	-31'405	85'367	-53'962	-0
C3. Reallocations (within appe:	-810'401	366'640	-429'019	-872'779

Inkind Personnel

British Red Cross		21'250	123'250	144'500
Other		114'453		114'453
Spanish Red Cross			17'567	17'567
Swiss Red Cross	24'800			24'800
C5. Inkind Personnel	24'800	135'703	140'817	301'320

Other Income

Miscellaneous Income			7	7
Transfers of Income	1'667'541	-215'305	567'372	2'019'607
C6. Other Income	1'667'541	-215'305	567'378	2'019'614

C. Total Income = SUM(C1..C6)	2'987'101	27'248'644	2'604'001	0	32'839'745
D. Total Funding = B + C	2'987'101	27'927'187	2'604'001	0	33'518'289

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance	0	678'544		0	0	678'544
C. Income	2'987'101	27'248'644		2'604'001	0	32'839'745
E. Expenditure	-2'987'101	-25'574'191		-2'604'001	0	-31'165'293
F. Closing Balance = (B + C + E)	0	2'352'996		0	0	2'352'996

International Federation of Red Cross and Red Crescent Societies

M03EA008 - IRAQ & NEIGHBOURING COUNTRIES: HUMANITARIAN C

Interim financial report

Selected Parameters	
Reporting Timeframe	2003/1-2006/06
Budget Timeframe	2003/01-2006/12
Appeal	M03EA008
Budget	APPEAL

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A		B					A - B	
BUDGET (C)		3'552'130	17'784'359		9'600'894	0	30'937'383	
Supplies								
Shelter	5'531'541		960'666		264'649		1'225'315	4'306'225
Construction	1'438'475	373'131	3'813'559		11'549		4'198'239	-2'759'764
Clothing & textiles	1'986'145	79'450	4'500'610		59'609		4'639'669	-2'653'523
Food	612'817		766'696				766'696	-153'879
Water & Sanitation	228'898		444'107				444'107	-215'208
Medical & First Aid	1'754'850	105'232	839'323				944'555	810'296
Teaching Materials	208'240	11'905	63'703				75'608	132'632
Utensils & Tools	674'934	25'688	2'366'420				2'392'108	-1'717'174
Other Supplies & Services	901'402	85'430	1'155'664				1'241'093	-339'692
Total Supplies	13'337'302	680'835	14'910'748		335'807		15'927'390	-2'590'087
Land, vehicles & equipment								
Land & Buildings	0							0
Vehicles	752'500		307'069				307'069	445'431
Computers & Telecom	1'390'883	42'598	323'463		88'709	2'649	457'419	933'464
Office/Household Furniture & Ec	635'727	218'400	749'087		-2'946	548	965'089	-329'362
Medical Equipment	1'029'673		29'959				29'959	999'714
Others Machinery & Equipment	1'500	9'339	43'623		12'044	-3'199	61'807	-60'307
Total Land, vehicles & equipment	3'810'283	270'337	1'453'201		97'807	-2	1'821'343	1'988'940
Transport & Storage								
Storage	160'016	8'339	378'584		1'581	2	388'505	-228'489
Distribution & Monitoring		577	419'581		5'165		425'323	-425'323
Transport & Vehicle Costs	932'081	200'516	825'538		119'896	0	1'145'949	-213'869
Total Transport & Storage	1'092'097	209'432	1'623'702		126'642	2	1'959'778	-867'681
Personnel Expenditures								
Delegates Payroll	1'455'993	35'935	923'527		160'316	151	1'119'929	336'064
Delegate Benefits	20'000	135'243	782'296		348'017	323	1'265'878	-1'245'878
Regionally Deployed Staff	2'991'363	21'957	4'808		1'799		28'563	2'962'800
National Staff	92'118	189'671	565'662		335'016	14'596	1'104'945	-1'012'827
National Society Staff	133'305	274'868	1'600'410		220'084	1'529	2'096'891	-1'963'586
Consultants	435'330	160'698	47'571		16'771		225'040	210'290
Total Personnel Expenditures	5'128'109	818'372	3'924'274		1'082'002	16'598	5'841'246	-713'138
Workshops & Training								
Workshops & Training	2'098'680	279'092	253'929		328'707	-16'598	845'130	1'253'550
Total Workshops & Training	2'098'680	279'092	253'929		328'707	-16'598	845'130	1'253'550
General Expenditure								
Travel	215'601	68'426	393'466		187'638	523	650'054	-434'453
Information & Public Relation	978'544	162'273	154'800		26'782	-258	343'597	634'947
Office Costs	1'047'573	223'099	333'389		94'399	47'086	697'974	349'599
Communications	127'671	22'240	378'537		34'141	41'960	476'877	-349'207
Professional Fees	148'036	235	10'745		4'188		15'168	132'867
Financial Charges	256'494	45'276	268'733		22'219	81'576	417'804	-161'310
Other General Expenses	728'665	13'431	143'254		89'012	-170'888	74'808	653'857
Total General Expenditure	3'502'582	534'980	1'682'923		458'380	-0	2'676'282	826'300
Depreciation								
Depreciation			614		4'607		5'221	-5'221
Total Depreciation			614		4'607		5'221	-5'221
Program Support								
Program Support	1'968'331	194'053	1'724'800		170'050		2'088'902	-120'571
Total Program Support	1'968'331	194'053	1'724'800		170'050		2'088'902	-120'571
TOTAL EXPENDITURE (D)	30'937'383	2'987'101	25'574'191		2'604'001	-0	31'165'293	-227'909

International Federation of Red Cross and Red Crescent Societies

M03EA008 - IRAQ & NEIGHBOURING COUNTRIES: HUMANITARIAN C

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		3'552'130	17'784'359		9'600'894	0	30'937'383	
VARIANCE (C - D)		565'029	-7'789'832		6'996'894	0	-227'909	