

PROGRAMME UPDATE



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

15 July 2003

Appeal No. 01.88/2003; Appeal Target: CHF 7,095,162 (USD 4,868,775 or EUR 4,818,410)

Programme Update No. 01; Period covered: January to June, 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.

For more information: www.ifrc.org

In Brief

Appeal coverage: 14.9 %; See attached Contributions List for details or see the Federation's website at: http://www.ifrc.org/cgi/pdf_appeals.pl?annual03/1-2-3%20-%20ap018803.pdf

Outstanding needs: CHF 6,040,900

Related Emergency Appeal: Iraq and Neighbouring Countries: Humanitarian Crisis (Emergency Appeal no: 8/03)

Programme Summary: The annual appeal for Iraq, 01.88/2003 was originally intended to accelerate the Iraqi Red Crescent's core activities in health and disaster preparedness which were beginning to build momentum during 2000-2002, and to expand the role and influence of the national society, based upon its special status bestowed by the former government as coordinator of all NGO activity in the country. Circumstances directly related to the conflict during March/April of this year, and the insecurity and instability, which have followed, have directly affected the level of achievement of the intended objectives. This document reports on the progress of activities appealed for in the Annual Appeal only.

Operational developments

Iraq has been profoundly and substantially changed as a result of the recent conflict, which saw the removal of the former regime by a coalition of forces whose subsequent occupation of the country has been endorsed by the international community through United Nations Security Council Resolution 1483. Today, no functioning aspects remain of the previous governmental structure; the norms of a civil society which may have existed before have been significantly disrupted; and an atmosphere of violence and insecurity continues to persist in some parts of the country.

The Iraqi Red Crescent Society has been rocked to its core as a consequence of the conflict. The national society is now undergoing a fundamental process of change in its governance process and to its leadership structure, as well as a review of its existing capacities and future direction. Early indications are pointing to a collective desire amongst its volunteers to maintain core program activities from before the war. During the relatively brief period of intense hostility, many IRCS volunteers distinguished themselves with acts of courage and selflessness in their performance of humanitarian actions for which the international Movement is known historically.

In the short period of time between the cessation of major combat activities and the publication of this update, the Federation Delegation – in conjunction with the ICRC – has visited most of the 18 branches to find out how they have fared during and after the fighting, and a rapid assessment has been completed, with participation of technical

experts from several national societies interested in helping to revitalize the national society. The findings of the branch visits and the results of the assessment mission are being discussed with branch and headquarter representatives of the IRCS, and also coordinated with the programming initiatives of the ICRC. The conclusions stemming from this collaborative process will subsequently form the basis of a revised emergency appeal for Iraq.

1. Health and care

Immunization Campaigns

In the period prior to the conflict, at the behest of WHO and of the former Ministry of Health, and in association with UNICEF, the IRCS had an integral role in the nationwide polio eradication campaign for children under five years of age, as well as the national immunization program against measles. IRCS volunteers monitored the vaccination interventions, participated in the anti-polio serum injection delivery teams, and also audited compliance throughout the child population on a door-to-door basis. The next scheduled polio vaccination outreach was scheduled for mid-April but the outbreak of warfare pre-empted those plans.

During interviews conducted with partners by the assessment teams currently in-country, representatives of WHO underscored the important role played by IRCS in the national immunization campaigns. Given that all humanitarian actors are just beginning to “find their feet” in the new Iraq, discussions are underway with health advisors of the interim Authority to determine what continuing involvement there may be for the national society in this country-wide preventative health action.

Health education on breast cancer prevention

Breast self-examination for early detection of cancer was intended to be an integral component of the IRCS health education program, upon request of the former Ministry of Health, and through the national society’s active and pervasive CBFA community-based first aid network in branches and in primary health care clinics. Two Red Crescent volunteers had been trained in each of the 18 governorates, up to the point of the outbreak of hostilities. The programme has not been further implemented.

HIV/AIDS

Prior to the war, HIV/AIDS was not a high priority program for the IRCS, although in past years there had been a tradition of an annual May 8 HIV/AIDS awareness activity in most of the branches. Because the fight against HIV/AIDS is a top-level priority worldwide for the Federation, the IRCS received funding in this Appeal to integrate an awareness program into the CBFA and health education program delivery structure. The plan was to prepare one male and one female from each of the 18 branches as trainers, in order to conduct training courses in the branches for all IRCS volunteers. The next intended phase was to be an induction of health educators who would give HIV/AIDS prevention lectures in secondary schools, colleges and universities. None of this was implemented before the onset of the current situation. Ironically, with the present disarray and disruption of behavioural norms, HIV/AIDS education has taken on a new urgency in Iraq. As the interim Authority decides the players and their roles in a re-vamped health delivery system, and considering that the median age is 19 and that more than 20% (and a rapidly-rising rate) of the country’s approximately 27 million people are aged 15-24, the IRCS – with support of the Federation – stands ready to participate in any initiative that brings awareness concerning the dangers of this pandemic to the citizens of Iraq.

Land Mine Victims

Prior to the most recent conflict, the national society maintained an awareness program in four governorates, with support of ICRC, on the dangers of explosive remnants of war resulting from both the 8-year Iran-Iraq conflict, and then from the Gulf War of 1991. As well, a newly-established health department at headquarters level had been planning a program of caring for land mine victims through physical and social rehabilitation, including small-scale, grassroots income-generating projects. Additionally, the Federation was beginning to support IRCS psycho-social assistance for those maimed by mines, while the ICRC was providing its traditional prosthetic and physiotherapeutic program resources to the IRCS orthopaedic centre in Mosul, as well as to Ministry of Health facilities. All this was thrown into disarray – and the dangers greatly increased - with the consequences of the warfare.

Today, great swaths of Iraqi territory, from outlying villages to downtown Baghdad, are littered with abandoned munitions and unexploded ordnance. The potential for injury and death – especially of children playing ignorantly with lethal explosive materiel – is alarming. Although no formal statistics are yet available, because conditions for data collection remain uncertain, there are daily, sporadic reports of accidents resulting from the inadvertent detonation of bullet shells, grenades, cluster bombs

and discarded weaponry – found in the rubble of damaged and destroyed buildings, in garbage dumps, and other remnants discovered still-hidden in caches of all sorts.

Immediately post-conflict, the ICRC began training IRCS volunteers in the most affected areas to deliver awareness education, and in data collection techniques for reporting found remnants, and to properly record the details of resulting accidents. The IRCS is now entrenching that initiative in a campaign named ERWA, Explosive Remnants of War Awareness. Representatives of all three partners, ICRC, IRCS and the Federation, are in discussions on how best to complement these critical activities in this time of increased danger to the areas of the country impacted by this long-lasting scourge of war.

Community-based First Aid

The Iraqi Red Crescent had a well-established CBFA course for new volunteers, which was conducted in all of the branches. The original plan for 2003 called for the training of a further 40 volunteers in each branch through a 10-day basic course, with an additional 270 trainers receiving a health education course. It had been intended that the health educators would conduct 1,080 sessions in their communities during the first quarter of 2003, with a focus on disease prevention and health promotion. Also, a training program was in development for the IRCS health department national staff, in order to hand over the CBFA training program from the Federation delegation to the IRCS. From the beginning of the year until the onset on the conflict, one CBFA course was implemented in each branch, the hand-over was partially achieved, and 800 of the health education sessions were conducted.

A new six-month plan for emergency health intervention has been prepared. One key component is the delivery to six strategically-located branches of 250,000 ORS packets (oral rehydration salts) provided by UNICEF, to be distributed by IRCS volunteers through home visits and in primary health care centres, as part of a public awareness program on diarrhoeal disease prevention and mitigation.

Overall Goal

The programs of the national society are effectively contributing to improving the overall health standards and quality of life of the people.

Program Objective

The National Society has increased capacities to reduce vulnerability to diseases and disasters and improve the social conditions for land mine victims in the country.

Expected Results

- **More volunteers are trained and the number of health education lectures is increasing. Each branch has increased its capacity in project management by planning, implementing and monitoring a micro-project within the health appeal for 2003 and 2004.**

Impact

While activities relating to training and planning in health education ceased before the hostilities commenced, the learning which had been gained in the period leading up to the war was actively applied during the conflict, in first aid treatment and evacuation of the wounded, volunteer support to medical staff in hospitals, and other war-related responses by Iraqi Red Crescent volunteers in their local communities.

Constraints

The training initiative ceased in early March 2003, due to the onset of the war. The training objectives are now being reviewed to determine the best appropriate approach to support the revised program delivery decisions that will be taken. Also, a 'Lessons Learned' initiative is planned to benefit from the experiences gained during the conflict.

- **By the end of 2003, the health department of the IRCS is a well-functioning department with the responsibility of implementation of all health programs, and the Federation will be responsible for supervision, monitoring and resource mobilization.**

Impact

The health department resumed its activities when its staff returned to work after the hostilities subsided. The Federation has resumed its pre-war support of this department, as health-related program plans are being re-considered for the national office and for the branches.

Constraints

All activity stopped in early March, and work then resumed in early May, 2003. The same health department staff remains in place, and therefore the continuity established between the IRCS and the Federation delegation for health program planning remains in good standing.

- **The IRCS is recognized as an important partner working with the MoH, WHO, and UNICEF in the implementation of vaccination campaigns.**

Impact

A vaccination campaign for polio, involving the IRCS volunteer monitoring component, was successfully realized during February 2003, when IRCS volunteers visited communities in high-risk areas, going door-to-door to determine whether all children under five years of age had received the two drops of oral vaccine or not. In this post-conflict time, the relationship with WHO and UNICEF remains active, and discussions are underway to resume the IRCS volunteer role in the September 2003 measles campaign and the October 2003 polio vaccinations.

Constraints

The next polio vaccine delivery round, with the complementary monitoring by IRCS volunteers, was scheduled for mid-April but did not occur because of the war. Similarly, the measles campaign scheduled for mid-May also did not take place. The previous Ministry of Health no longer exists although the relationship remains strong with the principal actors for the inoculation program, WHO and UNICEF.

- **By the end of 2003, a total of 270 volunteers are trained in breast self-examination techniques, a total of 6,480 lectures are conducted and 130,000 women are taught how to detect breast cancer at an early stage. In 2004, the same number of volunteers (270) is trained, doubling the number of lectures and beneficiaries.**

Impact

This program element did not begin before the hostilities commenced.

Constraints

The level of priority for breast self-awareness education in the current context is currently under review, given other pressing needs in preventative health program delivery in the environment of a debilitated health infrastructure in today's Iraq.

- **By the end of 2003 (the first year of the appeal), 360 volunteers are trained in HIV/AIDS education and 180 are trained to disseminate HIV/AIDS awareness. As a result of this training, a total of 4,320 lectures are given and up to 110, 000 school children and students have increased their knowledge about HIV/AIDS prevention.**

Impact

This program element did not begin before the hostilities commenced.

Constraints

Security conditions in Iraq are varied, dependent on location, and remain fluid and uncertain at the present time in respect of program delivery into local communities. The scope of IRCS programming initiatives is currently under review, in consideration of capacities and priorities.

- **By the end of 2003, a total of three training centres are established and 600 victims of land mines or other war remnants are trained in different skills to support themselves financially. By the end of 2004, an additional centre is established with 600 more volunteers trained in different skills.**

Impact

Planning for this objective was discontinued, temporarily, as the likelihood of war became more imminent.

Constraints

The war has had a direct impact on the original plan. In the time since the hostilities subsided, an assessment has taken place, and the plan has been revised with regard to the new situation, including the fact of additional war victims created as a consequence of these most recent hostilities. The number of centres has been reduced to two, and the locations being considered are Basrah and Sulaymaniyah..

- **By the end of 2003, war remnant victims are trained as volunteers of the IRCS in all 18 branches and are working in mine awareness programs.**

Impact

This intended training program did not begin before the onset of the conflict.

Constraints

Whether or not the national society and its branches have the current capacity to specifically train war remnant victims as IRCS volunteers to work in mine awareness programs has yet to be determined, although it should be noted that the IRCS is in the process of delivering an ERWA Explosive Remnants of War Awareness program in the branches and is rapidly expanding its base of trained volunteers, with support from ICRC.

2. Disaster Management

Disaster Management has been a core program activity for the IRCS for many years, given the fallout of the two previous wars and then the collateral risk preparedness since 1991 regarding the bombings in the no-fly zones. The national society also played a role in response to the natural disasters, which are known to beset the country, such as the recent four-year drought, and the flooding in the city of Kut.

Under the old regime, the IRCS had been appointed as the coordinating entity for the government's disaster assistance "High Committee", which included the ministries of civil defence, health, social affairs, trade, electricity, water, and sewage. Branch directors held equivalent positions of responsibility in their respective regions.

The national society's disaster management program was supported jointly by the Federation, in the context of disaster preparedness for natural calamities, and by the ICRC under its conflict preparedness mandate in support of Red Cross Red Crescent national societies worldwide. The scope of the IRCS disaster-related programming had included preparedness, response and rehabilitation. Looking forward there are indications from the branches and the national office of an intention to remain focused on continuing this core activity, although the context and subsequent role of the national society must be revisited in the changed environment, considering the other actors which have since entered the scene, and the eventual determinations that will be made by the Office of the Coalition Provision Authority in relation to IRCS interests and objectives in disaster mitigation.

• Disaster preparedness

Prior to the purchase of the items listed in the 01.88 appeal, in preparation for what was then an imminent conflict, pre-existing stocks had been successfully distributed to four regional warehouses; to Erbil and Mosul in the north, Basrah in the south, and to the central warehouse in Baghdad. Further, some relief items were then delivered onwards to the branches in all 18 governorates, although records of items and quantities transferred to the branches have since been lost over the last months. Scattered reports indicate that some of these goods were distributed by IRCS volunteers to families internally displaced because of the bombing and the war-fighting.

Conversely, the preparedness program described in the original appeal experienced much difficulty in its execution. All items listed in the appeal document were purchased and shipped to the country's central customs warehouse. Delays were then experienced on a question of standards and suitability initiated by the former IRCS

head office, and only the tents were subsequently cleared and delivered to the IRCS Baghdad warehouse before the bombing of Baghdad began. With the collapse of law and order in the capital, the entire customs warehouse compound was looted and then burned, and all of the appeal stocks were lost or destroyed. A separate report on this incident has been filed with the designated donors.

Regarding the remaining tents, and stocks previously distributed to the four regional warehouses, the joint Federation/IRCS disaster management unit has developed a stock-taking procedure, and has begun an inventory count, starting with the Baghdad warehouse (which escaped the looting). It must be noted that several branches have since received donations of various relief items from the ICRC, and bilaterally from other national societies in the region, with all items having been stored together in a non-differentiated manner. Therefore, although an IRCS disaster preparedness stock-taking will be carried out, it is unlikely that an accurate, separate report on Federation-sponsored relief items will be produced.

• **Disaster response**

Prior to the events of March/April 2003, the national society had an organized disaster response infrastructure, albeit centrally commanded and controlled. Volunteers were trained in natural and conflict-related activities as an integral part of their CBFA skills, and a typical induction program included modules in camp management, relief distribution, clean water and basic sanitation awareness, crisis communication, tracing, information management, emergency first aid, and the rudiments of psycho-social support in times of conflict. Branch directors knew their responsibilities, and response plans identified emergency roles. Every branch had received uniforms and rucksacks identified with the IRCS symbol, and also varying numbers of mobile field kits – depending on the size of the branch – each of which contained a tent, stretcher, table, two chairs, and a First Aid bureau, sufficient to set up a basic aid station in the classic Red Cross Red Crescent ‘battlefield tradition’.

With the outbreak of actual hostilities, some of the branch directors and other key headquarters management staff either disappeared or abandoned their duties, and the expected instructions from the central level never materialized. Volunteers and staff were left to fend for themselves.

From interviews with many of these volunteers in the early days after hostilities subsided, Federation staff have learned that, in the locations which saw the most intense fighting and destruction, Iraqi Red Crescent volunteers put their training into practice by:

- providing first aid assistance in hospitals and in makeshift conditions
- helping to evacuate both the wounded and the bodies of the dead, sometimes using their own vehicles for that purpose
- recording the identities of those deceased whose mortal remains could not be removed, sometimes in coordination with the combatant forces in exercise of the Geneva Conventions
- assisting families in the quick burials demanded by religious edict
- and disseminating warnings on unexploded ordnance as best they could to their fellow citizens.

In the chaos which followed the cessation of battle, IRCS volunteers drove water tankers delivered by external donors, distributed relief items from national society stocks and from other donor sources, in some instances distributing through the established and trusted tradition of the mosques, continued with location assessments of explosive war remnants, communicating and cooperating with the ICRC where possible, taking and delivering ‘safe and well’ messages – again with the ICRC – and continued to assist families with the burial of the dead.

At the end of June, branches are besieged with tracing requests for the missing, and the national office, in conjunction with ICRC, is leading an initiative to take on a formal role in coping with the mass graves being opened in various parts of the country by assisting in the exhumation, transport and return of mortal remains to families of those identified.

With regard to the notorious looting, most branches were spared from loss and destruction because loyal volunteers defended against the intruders, and in some places carried movable property into their homes for safe-keeping. Two volunteers from the Basrah branch were reported to have been slightly injured during that time, and the only significant property loss was the Amarah branch, which was looted to the extent of the copper wiring ripped out of the walls.

As a relative calm begins to settle, the joint Federation/IRCS disaster management unit, established in recent weeks, has developed a comprehensive plan of action for rebuilding the national society's disaster response capacities, the details of which will be described in the forthcoming revised appeal.

• **Rehabilitation**

Under the previous regime, the IRCS delivered CBFA and health education through a network of primary health care centres (PHC) owned by the Ministry of Health. During the reporting period, eleven of these PHCs have been rehabilitated jointly by the IRCS and the Federation, with funding for ten clinics from the Netherlands Red Cross, and one funded by the American Red Cross. From 1999 until the outbreak of the conflict, 45 PHCs have either been rehabilitated or are in the planning stage for that purpose.

An agreement has been signed with the UAE Red Crescent for demolishing of the old, dilapidated primary health care centre in the Rashdiya district of Baghdad and construction of a new one. Plans are currently being reviewed regarding the possible rehabilitation of six PHCs in the continuing implementation of an ECHO-supported project, with three of those buildings intended for Nasariya, and three more in Diwaniya.

Overall Goal: The IRCS substantially contributes to the alleviation of human suffering through relief and rehabilitation operations.

Programme Objective: The IRCS has a well functioning DM capacity at headquarters and branch levels, including well-trained human resources and emergency stocks for effective rapid response, to plan and implement relief and rehabilitation programmes.

Expected Results

- **The IRCS has established comprehensive disaster preparedness plans based on vulnerability and capacity assessments.**

Impact

Disaster preparedness planning did take place prior to the outbreak of hostilities, although not based upon vulnerability and capacity assessments. While response actions did not occur according to any organized structure, some dedicated IRCS volunteers did provide assistance and relief wherever they could, as described in the narrative of this update.

Constraints

With the outbreak of warfare, and given the absence of continuing structure in the national society and the country in general, none of the formal pre-war planning was put into practice.

- **The headquarters of the IRCS (in 2003) and the branches (in 2004) have established DM operational departments, to include skilled staff, communication and early warning systems.**

Impact

Pre-war development of DM-related infrastructure was abandoned when hostilities commenced. Most HF radio equipment remains operational, although the entire radio communication system needs an upgrade. The majority of branches remained in radio contact during the war. Standard telecommunications in the country remain disabled at this time.

Constraints

The outbreak of war interrupted DM program planning and implementation. The organizational structure of the national society is now under review and revision, and a revitalized DM program will be described in the revised emergency appeal.

- **The number of volunteers (both male and female) of the IRCS, working in risk awareness and emergency response, increases progressively.**

Impact

This objective was interrupted because of the war. Individual volunteers took valiant personal initiatives during and after the hostilities, as described in the narrative report.

Constraints

Programming activity stopped in the days just before the war broke out. The organizational and management structure for disaster response at the branch level, and from the national office to the branches, was interrupted when the bombing began.

- **The six regional warehouses are fully stocked and are operational by 2003 with trained staff and volunteers managing the stocks.**

Impact

The establishment of the six regional warehouses did not occur.

Constraints

Although the six regional locations were identified, the move towards set-up never proceeded, given the build-up to and subsequent start of the conflict. Some stocks had otherwise been distributed during 2002 for storage in facilities at each of the branches, which lessened the need for further aggregation of relief supplies regionally. After the war, much of the stock intended for distribution to the regional warehouses - inventory which had been stalled in the country's central customs warehouse before the war began - were subsequently lost or destroyed in the looting and burning that followed.

- **The IRCS has established a radio communications system with a base radio network as well as mobile radio units, in close consultation with the ICRC.**

Impact

All branches had fully-functional radios before the war, with renewed power supplies and batteries. Some of those branches had older equipment that was still working. After the war, some branches' radios were no longer functional, and replacements have been made available. A fully updated and standardized system is being planned.

Constraints

Many of the HF radios fell into disrepair during to the conflict. A current, standardized radio system has not yet been established as the branches are currently involved in the reconstitution of their management and organizational structures. A standardized radio communication system is intended.

- **The quality of the water produced by rehabilitated water treatment plants is improved and meets the standards required for human consumption.**

Impact

The construction of the planned water treatment plants was interrupted when the war began. Following the cessation of conflict, the wat/san delegate has conducted a re-assessment of the four intended sites, and took water samples to gauge potability.

Constraints

Active discussions are currently underway with the country's ICRC delegation to determine the continuing role of the Federation in water and sanitation projects in Iraq.

- **The quality of the PHC services is improved contributing to the decrease of mortality rates for children under five years of age.**

Impact

The rehabilitation of identified PHCs, with funding provided through the Federation, has been restarted so that IRCS services can continue in a conducive environment.

Constraints

Although the delivery of health education services by IRCS volunteers was halted during the height of the conflict, the established role of IRCS in the PHCs is resuming. The question of using the PHCs as a venue for delivering CBFA training, and whether related training should be more specifically tied to programs such as disaster response, is currently in discussion.

3. Humanitarian Values

To quote from the Strategy 2010 document: “In a world with increasing isolation, tension and recourse to violence, the Red Cross/Red Crescent must champion the individual and community values which encourage respect for other human beings and a willingness to work together to find solutions to community problems. The International Federation is in a unique position to help bring this about through its mandate, its Fundamental Principles and the esteem in which its emblems are held.”

To achieve this goal, the Iraqi Red Crescent Society is ideally well positioned to be a leading advocate for humanitarian values in a post-conflict Iraq. The challenge will be to help consolidate a stable, independent institution nationwide, to align the organization at the national, regional and community level with other actors in-country who hold to this common purpose, and to disseminate a credible and consistent message through all possible and appropriate venues. And to further quote from the Strategy 2010 mandate: “Action in this area will be closely coordinated with the ICRC.”

Overall goal: Increased awareness of the fundamental principles of the Movement, providing a basis for action against the humanitarian consequences of sanctions in Iraq.

Programme objective: The capacity of the IRCS is increased in order to promote its humanitarian work and the fundamental principles of the Movement.

Expected results

- **The information/communication capacity of the IRCS is considerably developed.**

Impact

A 3-day information workshop for branch officers was delivered by the Federation, in conjunction with ICRC, before the outbreak of hostilities. At time of this writing, a photography training course – as part of a joint IRCS/ICRC/Federation dissemination workshop - is scheduled to be delivered to branches in mid-July by the current information delegate who is in Iraq on short mission. He will also be advising the IRCS print editor on the layout of the next IRCS magazine.

Constraints

Because Federation information delegates have been rotated through the Baghdad delegation office on a frequent basis since after the war, no information/communication capacity-building activities for the IRCS have started, although two related initiatives are scheduled to take place in mid-July.

- **Communications components are integrated into, and technical support provided to all programs of the IRCS, mainly disaster management and health and care.**

Impact

Given the disruptions caused by the conflict, no action has yet been taken towards this objective.

Constraints

With the tensions and uncertainties that built up in the period before the war, and the slow return to normal programming in the period thereafter, the communications aspect of the disaster management and the health and care programs have not yet been addressed.

- **Relations are expanded with the local and international media to secure sustained and high profile media coverage for the activities of the IRCS and the Federation.**

Impact

Coverage has been gained in the local media in the period after the conflict through the efforts of the IRCS information officer. A promotional spot for TV and radio is currently in production, as well as a leaflet for a health education campaign.

Constraints

With the fall of the previous regime, and therefore the ending of the tightly-controlled media entities, combined with the fact that few of the headquarters staff of the IRCS were operative during the hostilities, this objective has not yet been fully maximized. The current short-term information delegate is in the process of re-establishing international media contacts, although the emerging local media is still in a nascent and formative stage of development. Given the sensitivities to politicized agenda of some publications, and the concern for remaining neutral and impartial by association with the local media, a slow and cautious approach is being taken to publicity and public perceptions in these early days.

- **Key stakeholders in the country, such as the authorities, UN agencies and diplomatic missions, etc., have an increased awareness of the activities and humanitarian values of the Red Cross/Red Crescent Movement.**

Impact

The IRCS, the Federation, and the ICRC continue to maintain high recognition and a good reputation amongst the humanitarian actors in Iraq, as is demonstrated in continuing discussions on plans and programs in the post-war era.

Constraints

The previous authorities, with which the national society enjoyed a favoured relationship, are no longer in place. The current Authority (the Office of the Coalition Provisional Authority) has proven receptive to discussions on the role of the national society in post-war Iraq, as has the various UN agencies with whom Federation representatives have been meeting regularly.

- **The IRCS, Federation and ICRC are working closely in promoting a more united and solid image of the Movement in Iraq.**

Impact

The disruption caused by the war has pre-empted an orderly pursuit of this objective, although the Movement had a high visibility during the war gained through the ICRC spokespersons. A determined effort is currently underway to align forward-looking strategies, programs and consequent messages of the “Movement Approach” between all partners.

Constraints

The chaos of war, resulting in a leadership and management change process in the national society, and an adjusted relationship amongst IRCS, the Federation and ICRC in respect of the Seville Agreement, have generated an opportunity to align the Movement players in Iraq in a way not possible before the war. Discussions towards this objective are active, and enhanced by the presence and intent of the Federation assessment team now in the country.

- **The effects of sanctions on the Iraqi population are better documented and disseminated within and outside the Movement.**

Impact

This objective is no longer relevant, because sanctions on Iraq were lifted under UN Security Council Resolution 1483.

Constraints

N/A

4. Organizational Development

Following a period of turmoil after the fall of the previous government, in which various internal and external interests laid claim to the leadership and management of the IRCS at national and branch levels, the Federation Secretariat assigned a Special Representative for Iraq, a senior staff person from Geneva with considerable experience in the institutional functionality of Red Cross Red Crescent national societies, to advise the IRCS on an agreeable way forward.

To this effect, a meeting was held in Baghdad on 8 May 2003, where volunteers from 17 of the 18 branches gathered to review the current status of the organization, and to elect an interim national governance board of five of their peers. The intention is for this group of representatives, four from the branches and one from the national office, to oversee a six-month transition period. During this time, and with the counsel of the Federation's Special Representative, branch volunteers are exercising a new-found opportunity to review their respective existing local management, and, if so desired, elect new leadership through a voting process with Federation representatives in attendance.

In the time since this new governance process has been agreed, elections have taken place in 10 branches. Some remaining branches remain confident in their previous staff, while others continue to discuss and review their options. It has been recorded in third party reports that the Iraqi Red Crescent has been the first national institution in the country to exercise the right to freely elect their leadership in this new era.

Overall goals: The IRCS is able to operate as a well-functioning national society in line with Strategy 2010, thus maximizing its contribution towards the improvement of the lives of the most vulnerable people in Iraq.

Program Objectives: The capacity of the IRCS to implement effective programmes serving the most vulnerable is improved.

Expected results

- **The national society develops its Cooperation Agreement Strategy based on the priorities identified in its strategic plan.**

Impact

This objective has not yet been addressed.

Constraints

Following the war, the national society is undergoing a change process that includes a review of its staffing, a revamping of its statutes and regulations, and a reconsideration of its priority programming. It is expected that a Cooperation Agreement Strategy based on a strategic plan will be one measurable sign of a revitalized national society.

- **The national society has established an organizational and planning department which is empowered to drive the capacity building process at all levels.**

Impact

Given the recent upheavals, this objective has not yet been met. An organizational development delegate has been identified to help the national society build these capacities.

Constraints

The war halted any move up to now towards this intended result.

- **The national society works on an efficient structure for governance and management to include establishment of disaster management, health and care and information departments.**

Impact

This intended process did not take place before the war. Since then, a Special Representative on governance and statutes has been assigned by the Secretariat to assist in the change process, and an OD delegate will be arriving in-country to support the overall institutional development process. The IRCS Health Department has been re-activated, and a newly-arrived disaster management delegate is working with the national society on a cooperative basis to rebuild disaster mitigation-related capacities.

Constraints

The war halted most regular IRCS program activities, some of which have since been re-started.

- **The national society has capacities to mobilize the youth in a more efficient way.**

Impact

The Youth Department was disbanded by the previous leadership. The current elected governors recognize youth as a priority program for the re-vitalization of the IRCS, and are planning program initiatives for attracting young people into the Iraqi Red Crescent.

Constraints

Until the violence, insecurity, and uncertainty in Iraq have subsided, and civil society starts to return to normal routines, any activities related to the recruitment and orientation of young people for Red Crescent programs will not begin.

- **The IRCS has a formal agreement with the government in defining its auxiliary role in disaster management and health and care.**

Impact

Given that no defined government structures are yet in place in the country, action has not yet been taken on this objective.

Constraints

The interim Authority in Iraq under UN resolution 1483 has not yet established a government structure with which an auxiliary relationship can be defined in respect to disaster management and health and care.

- **The number of volunteers increases by ten per cent in 2003 and by 25 per cent in 2004.**

Impact

This result has not yet been achieved.

Constraints

Although there are early indications that the volunteer base of the IRCS remains mostly intact, and has in fact played an influential role in the elections of new leadership in the national office and the branches, the national society is in a process of redefining the classifications for volunteers, members and paid daily workers. Once the differences have been determined, a more accurate goal will be set on volunteer recruitment targets.

- **The IRCS has improved its self financing capacities at the headquarters and branch levels.**

Impact

Rather than improving its self-financing capabilities, the consequences of the war have caused the national society to be temporarily reliant on the Federation and the ICRC for its short-term financial requirements, including payment of staff salaries. It is expected that this situation will change completely, once the country's banking system has been re-established, and the income flow from IRCS properties recommences.

Constraints

As part of the larger economic impact of the war on all individuals and business entities in the country, IRCS bank accounts in Iraq and in Jordan were and remain frozen. Also, income from IRCS properties ceased to be paid.

- **The staff of the IRCS has improved language and computer skills.**

Impact

No results yet achieved on this objective.

Constraints

The consequences of the war, and other more pressing and immediate priorities, have taken the attention away from this important objective.

5. International Representation/Coordination

With the removal of the previous regime, the IRCS is able to change its image as a national society not too closely associated with its government. The challenge ahead is to build credibility and operational relationships based upon a neutral, independent and effective stance in service to the most vulnerable amongst the citizenry of Iraq. The new IRCS inherits a good reputation from before the war with its UN partners, including WHO and UNICEF in respect of the national immunization campaigns. The Iraqi people now besieging the branches in search of missing family members, dating back through three wars over a period of more than 20 years, give evidence to the national society's recognized role in tracing of the missing, stemming from the long-standing coordination with ICRC in the delivery of this vital service. Neighbouring national societies have demonstrated strong support for the IRCS in its time of need, and there exists much potential to solidify these new contacts, and therefore to further strengthen Movement coordination in the Middle East region.

Overall goal: The IRCS is recognized as a key partner, both in the national and the international context, in efforts made to improve the situation for the most vulnerable people.

Program objective: The national society will improve links with local and international partners to benefit sustainable cooperation.

Expected results

- **National and international organizations as well as the general public have increased knowledge and understanding about the humanitarian situation in Iraq and the humanitarian work of the IRCS.**

Impact

The humanitarian agencies currently active in Iraq recognize the role of the Movement partners in the country. The IRCS is known to the public for its various activities from before the war. No further results have been achieved towards this objective in the short period of time after the war, and before the national society has determined its overall strategic intent and program priorities.

Constraints

Although the knowledge and understanding about the humanitarian work of the IRCS has not necessarily diminished in the time since the war, a proactive dissemination about the role of the IRCS in the new Iraq has yet to begin.

- **The improved image of the national society is generating positive responses and support to its programmes and, at the same time, laying the foundation for long-term, sustainable partnerships.**

Impact

It is too early since war ended to expect positive responses, considering the lack of promotion of the national society, the chaotic state of the media in the country, and the fact that the IRCS has not yet defined its role and mandate for contributing to the building of a new civil society in Iraq. The national society's relief activities during the war, and its tracing and ERWA initiatives in the period thereafter, are not yet widely recognized.

Constraints

Although there remains a credible basis for establishment of long-term, sustainable partnerships towards common humanitarian purpose, such initiatives have not yet begun in earnest. The immediate priority is seen

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as the protection and promotion of the neutral and independent identity of the Red Cross/Red Crescent Movement in the country.

For further information please contact:

- *Iraqi Red Crescent Society, satellite telephone +882167745243 or +873761241925*
- *Federation Delegation, satellite telephone +873 76 124 1460 or +873 76 362 625, email ifrciq04@ifrc.org*
- *Regional Department, Martin Fisher, Desk Officer, MENA Department; martin.fisher@ifrc.org, +41 22 730 4440*

All International Federation assistance seeks to adhere to the Code of Conduct and is 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 programmes or operations in this or other countries, please access the Federation website at <http://www.ifrc.org>

APPEAL No. 01.88/2003

PLEDGES RECEIVED

15.07.2003

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

						TOTAL COVERAGE
REQUESTED IN APPEAL CHF ----->				7'095'163		14.9%
CASH CARRIED FORWARD				139'481		
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.
SWEDISH - GOVT		1'000'000	SEK	168'000	16.05.03	HEALTH & CARE, CBFA
SUB/TOTAL RECEIVED IN CASH				994'633	CHF	14.0%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
NORWAY	DELEGATE(S)			59'630		
SUB/TOTAL RECEIVED IN KIND/SERVICES				59'630	CHF	0.8%

ADDITIONAL TO APPEAL BUDGET

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