

OPERATIONS 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

IRAN: BAM EARTHQUAKE (FOCUS ON REHABILITATION)

3 December 2004

SEPTEMBER – NOVEMBER 2004

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 181 countries.

In Brief

Appeal No. 25/03; Operations Update no. 18; Period covered: 1 September 2004 to 30 November 2004; Appeal Coverage 82.7 % ([Please click here to go directly to the Contributions List](#))

Appeal history:

- Preliminary Appeal Launched on 26 December 2003 for CHF 15,409,300 (USD 13,507,070 or EUR 10,159,360) for 6 months for 200,000 beneficiaries.
- Revised Appeal launched on 8 January 2004 for CHF 51,913,000 (USD 45,502,335 or EUR 34,231,570) for 6 – 8 months for 210,000 beneficiaries.
- Plan of Action for March-August 2004 presented on 23 March 2004 in Operations Update no.10.
- Revised Plan of Action presented on 29 September 2004, to reflect on-going programming into 2005, under the overall Emergency Appeal. A revised appeal budget for the period December 2003 to end December 2005 reflects the revised Plan of Action, and totalling to CHF 53,288,000 (USD 46,720,770 or EURO 35,139,265).
- Final Report for Emergency Operation Phase of the Bam Appeal, covering the period 26 December 2003 to 31 August 2004, is due in early December 2004.

Outstanding needs : CHF 9,223,386 (USD 8,071,350 or EURO 6,062,645)

Operational Summary:

The Federation and Iran Red Crescent Society (IRCS) began to address the needs for longer-term rehabilitation, reconstruction and IRCS capacity building.

With the support of Participating National Societies (PNSs), the Federation is close to mobilise the resources required to build 10 schools (5 primary, 3 secondary and 2 high schools), one urban health centre and one road-side relief centre. Discussion is still going on to clearly define the roles and responsibilities of the Federation and IRCS in terms of implementation modality of construction projects.

The replenishment of relief items used during the emergency phase is in process. The Disaster Management (DM) training season began with two workshops—an emergency management workshop and a Community Based First Aid (CBFA) training of trainers. Follow up on Emergency Response Unit (ERU) equipment handed over to the IRCS started with the physical inventory of Water/Sanitation (wat/san) ERU equipment by a technician from the Austrian Red Cross. The background paper on the Federation Regional Strategic Relief Centre was prepared and shared with Geneva for discussion between relevant departments.

There was a lot of discussion concerning the continuous running of the IRCS container hospital in Bam. Running costs of the hospital and the uncertainty of its future led to serious discussion among the parties concerned. With the funding support of the Federation, the IRCS agreed to keep the hospital services open till 31 December 2004. In the

meantime, the Federation Delegation initiated the joint discussion with the Ministry of Health (MoH), World Health Organisation (WHO) and IRCS to determine the future needs for this hospital in Bam. Having done its own assessment of the health care needs in Bam, MoH officially requested the Federation and the IRCS to continue the hospital services till the first half of 2005 and expressed its willingness to assist in running and managing it.

Background

The Bam earthquake on 26 December 2003 not only brought enormous casualties, but also destroyed more than 85 percent of the buildings in and around the city. According to the Ministry of Education in Kerman Province, all 131 schools in Bam and the surrounding villages were destroyed or damaged (to the extent of being unusable) with 18,000 to 20,000 students remaining in need of school facilities and teachers. In addition, most public health services were completely disrupted. According to the Ministry of Health (MoH) all 95 health houses, 14 rural health centres, and 10 urban health centres were ruined, as well as general governmental hospitals (with a total bed capacity of 240). These general hospitals were providing health and curative services to an estimated population of 240,000 from the city itself and its surroundings.

Both the Iranian government and various humanitarian organizations are working on different rehabilitation programmes. Although the government has yet to release its official Master Plan for the reconstruction of Bam, reconstruction projects are slowly moving ahead. With the approach of the first anniversary of the earthquake, Bam is once again drawing the national and international attention. On 25 October, the First Vice-President Mohammad Reza Aref visited the devastated city of Bam to inspect the second phase of the temporary settlement operations.

During his visit, the vice-president said that the government was seriously pursuing a plan to provide permanent accommodation to people. The World Bank approved a loan of 220 million dollars for Bam's reconstruction at its meeting on 28 October. Besides this, on 12 October, the Director General of the World Health Organization (WHO) visited Bam and expressed its commitment to support the rehabilitation of the health sector in the city.

However, the people in Bam are still undergoing a difficult life. The Federation, together with other international Non-Governmental Organisations (NGOs), is actively advocating for the vulnerable population in the city and looking for options which can contribute to this end. One interesting development is a project for creating a free economic zone in Arg e Jaddid, a city which is 14 kilometres away from Bam. This project may bring in not only modern factories, but also a big labour force to the area, thus, providing good job opportunities for people in Bam. The Federation Delegation is advocating for it vis-à-vis the local authorities.

Operational developments

In September 2004, the Federation issued a revised plan of action (For details, please see the Operations Update No. 17 at http://www.ifrc.org/cgi/pdf_appeals.pl?03/250317.pdf) to reflect changes, recommendations and new activities in order to better address the actual needs of the population during this recovery phase. The operational budget has also been adjusted to consolidate the overall funding plan. The Federation maintains the Delegation with minimum human resources structure for implementation of the appeal – Head of Delegation assisted by a Bam-based Programme Coordinator and a Construction Delegate, working closely with a Tehran-based Disaster Preparedness/Disaster Response Coordinator, a Finance/Administration Delegate and the rest of the Delegation and IRCS teams.

The funding situation for construction projects has become more or less clear. The Federation is close to mobilise the resources required to construct 10 schools (5 primary, 3 secondary and 2 high schools), an urban health centre and a road-side relief centre. Several PNSs continue to show interest in participating in reconstruction activities on a bilateral or multilateral basis.

Progress has been made in replenishing the depleted relief stock of the IRCS and strengthening its disaster management capacity to respond to future disasters.

Coordination

The Federation has maintained its role of coordination, monitoring, accountability, capacity building and technical support to the IRCS.

PNSs, with or without representatives based in Iran, are implementing various bilateral projects with the IRCS. The Spanish, French, German, Italian, Swiss, Danish, Japanese and Republic of Korea (ROK) Red Cross societies are being engaged in such projects in the field of replenishment, rehabilitation, water/sanitation, PSP and branch support.

Monthly meetings are regularly held between the IRCS, Federation and PNSs in order to share information and coordinate Red Cross/Red Crescent activities and project implementation in various areas. The implementation of projects in Bam is coordinated at the IRCS-Federation-PNS meetings. Links between the Federation and the IRCS Bam Branch has been further reinforced as the remaining Federation Delegates moved their offices into the Branch headquarters.

In Bam, the Federation continues to attend both general and sectoral coordination meetings organised by the United Nations specialised agencies, the Bam Task Force (BTF) and local authorities. In Tehran, a health coordination meeting takes place between the MoH, WHO, IRCS and the Federation to address health-related issues in Bam and ensure cooperation between the parties concerned in the fields of health and disaster management.

Red Cross and Red Crescent action - objectives, progress, impact

Health

Objective: Gaps in the health system between the emergency and the long-term solutions are bridged through the IRCS referral hospital.

The installation of the container hospital was completed at the end of August and handed over to the IRCS. With 30 white containers equipped with electrical, water, and sewerage systems, the hospital was ready to run with full capacity at the beginning of September, replacing the tented field hospital.

However, in September, some problems occurred in running the hospital. The IRCS headquarters decided that its field hospital in Bam should be closed by mid-September, saying that a) the responsibility had to be taken over by the MoH, b) the MoH did not fulfil the bilateral agreement with the IRCS in terms of support to the hospital, c) there were sufficient health facilities in Bam, and d) the running cost of the hospital could not continue to be covered by the IRCS. At the beginning of September, the IRCS started to close down some services at the field hospital and in Bam city (health posts) and the IRCS field hospital closed all activities from 04 September to 04 October.

The MoH officials in the city immediately reacted, requesting the continuation of the hospital services. Some NGOs echoed the request, offering even some funding to help to continue the running of the field hospital. The Federation also strongly advocated for the continuity of the hospital services. Finally, the IRCS agreed with the Federation to open the container hospital for another three months (October-December 2004), with reduced activities mainly concentrated on emergency – 10 beds for observation, 15 beds for inpatient, pharmacy, and laboratory. The Federation agreed to cover the running costs of these services and the IRCS/Federation agreement included coordination mechanisms with the MoH. Later on, in mid-October, the IRCS agreed with the Federation to provide outpatient services in the container hospital.

In the meantime, the Federation Delegation initiated the discussion between the MoH, WHO, IRCS and the Federation to determine the actual needs for this hospital in Bam. Having done its own assessment of the health care needs in Bam, MoH officially requested the Federation and the IRCS to continue the hospital services till the first half of 2005 and expressed its willingness to assist in running and managing it. Discussions are taking place between the two bodies to determine the kinds of support required from MoH for continuing hospital services

beyond 31 December 2004 and through to May-June 2005, when the construction of a new hospital (with 96 beds) is expected to be completed.

An assessment is due to take place in December, regarding the IRCS field hospital activities and its role in the development of health facilities in Bam.

Table No. 1 Number of patients served by the hospital in the reporting period

Statistics of wards	September	October	November (1-14 Nov)	Total
Below 5 years old	201	195	172	568
Total registration	2543	2551	2495	7589
Morning statistics of wards	126	123	23	272
Registration of the wards	60	55	18	133
Discharging wards patients	52	49	13	114
Operation	8	7	5	20
Cesarian	92	81	0	173
Emergency ward registration	982	999	737	2718
Out patient registration	806	735	1819	3360
X-Ray	625	643	254	1522
Laboratory	873	850	406	2129
Mortality	0	1	0	1
Transfer from wards	5	4	1	10
Transfer from Out Patients Department	35	32	10	77
Injection & dressing	0	0	0	0
Orthopedics	0	0	0	0
Pharmacy	0	0	0	0
Emergency ward	187	195	40	422

Rehabilitation and Reconstruction

Objective: In close cooperation with the IRCS and the Iranian authorities, to contribute to the rehabilitation and reconstruction of the health and social infrastructure in Bam.

As it is always the case in many countries, rehabilitation and reconstruction are complex and time-consuming processes because many actors have to be involved, and construction contracts require a lot of consultation and discussion. In the case of Bam, this process is more complex and time-consuming as the scale of destruction was overwhelming and many parties (e.g. landlord, local authorities, several ministries, designing and construction companies) have to be involved in land issues, designing and construction. All these are factors that slow down the speed of implementation of rehabilitation and reconstruction projects in Bam.

Many organizations including United Nations Children's Fund (UNICEF), Caritas, World Vision, Mercy Corps, ASB Germany, as well as PNSs of Germany, France, Spain, Switzerland, Japan and ROK, were involved in the reconstruction projects in Bam. In general, they are all at an early stage of reconstruction, i.e. discussing land, design and contractual issues or working on foundation of buildings.

In the reporting period, the Federation held very intensive consultation with the IRCS regarding implementation modality which would meet the expectations of all parties concerned and would also be within the internationally accepted procedures and regulations. The Federation is willing to support the affected people in Bam by building 10 schools, one urban health centre, and one road and rescue centre. The Federation can reach this objective only by applying its standard procedures for implementation, supervision, and monitoring.

The on-going discussion with the IRCS is likely to result soon, with the clear definition of the roles and responsibilities of the two sides in the implementation of construction projects. Then relevant Memorandum of Understandings (MoUs) will be signed between the Federation, IRCS and ministries concerned. The nature of

reconstruction projects of the Federation is such that its efficiency may be much higher if all required resources are available at once.

The Federation is also actively advocating for the life of the affected people in Bam and looking for options which can contribute to this end. One interesting development is a project for creating a free economic zone in Arg e Jaddid, a city which is 14 kilometres away from Bam. This project may bring in not only modern factories, but also a big labour force to the area, thus, providing good job opportunities for people in Bam. The Federation Delegation is advocating for it vis-à-vis the local authorities.

Disaster Preparedness and Capacity Building

- **Overall Objective: IRCS capacity in disaster management has been strengthened at all levels.**

The replenishment of IRCS Disaster Preparedness (DP) stocks which began in March 2004 is in process. Based on the priority items identified by the IRCS for replenishment, the following procurement is under way:

- 7,012 rolls of canvas for making tents
- 5 hydraulic relief & rescue sets with accessories
- 50,000 kerosene lanterns
- 2,250 rolls of plastic sheeting for covering tents

All these items will be procured by the Logistic Department in Geneva and be delivered to the IRCS before the end of 2004.

The British Red Cross pledged itself to donate 650 family tents to the IRCS as part of replenishment of the DP stocks. It is also in the process of purchasing the following items in accordance with the list of required relief and rescue equipment of the IRCS (Please see the list in the Operations Update No. 17 at http://www.ifrc.org/cgi/pdf_appeals.pl?03/250317.pdf):

- 15 Delsar Life Detector kits
- 17 Hydraulic Relief and Rescue sets
- 17 concrete cutting saws and other accessories
- 5 mini excavators with various attachments

Based on the DM Plan of Action which was worked out in close cooperation with the Relief and Rescue Organization of the IRCS, the National Society and the Delegation worked closely with each other to develop a training programme that would contribute to strengthening the IRCS capacity in disaster management at all levels. They identified the following categories of training for IRCS staff:

- Specialized training for ERUs
- Training of trainers on Community-Based First Aid (CBFA)
- Disaster management training

11 ERUs were deployed immediately following the earthquake in Bam and many of them were handed over to the IRCS after the emergency phase. In this respect, follow up actions were discussed and agreed upon between the IRCS and the Delegation.

A Wat/San technician from the Austrian Red Cross visited Iran between 22-29 November to do the physical inventory of the Wat/San ERU equipment handed over and to arrange for the replenishment of the used items. This mission will be followed by a Wat/San ERU training in early 2005. A general ERU introduction workshop and a logistics ERU workshop, which are expected to be held early in 2005, are under discussion with the Federation and PNSs.

A Community-Based First Aid training of trainers workshop was held in Tehran between 27-30 November. 40 senior First Aid (FA) trainers from the IRCS branches took part in the workshop which was facilitated by the Regional Office in Amman, the Iran Delegation and a FA consultant from the Norwegian Red Cross. It focused on

acquainting the participants with how to use the CBFA manual, which is newly developed by the Regional Office in Amman, as well as on improving their training skills and managing public health services during emergencies.

Between 17-19 November, 46 provincial heads of the Relief and Rescue Organisation of the IRCS met in Kerman for an emergency management workshop organised and facilitated by the Iran Delegation. A number of issues related to emergency management such as activation of an emergency operations centre, emergency response procedures, SPHERE use at different stages of the operation, assessment, reporting, etc were discussed.

The IRCS and the Delegation have confirmed the dates of four other DM workshops that will be held in December 2004-January 2005 and agreed on their training curricula. These workshops will focus on disaster management and search and rescue.

The IRCS and the Delegation agreed to start Community-Based Disaster Preparedness (CBDP) activities from the first half of 2005, in order to allow more time for their preparations.

The background paper on the Federation Regional Strategic Relief Centre was prepared and shared with Geneva for discussion between relevant departments.

Monitoring and evaluation

A final operations review for the emergency phase of the Bam Operation is expected to take place towards the end of 2004. A draft Terms of Reference (ToR) is being reviewed by relevant departments in Geneva.

The revised Plan of Action project implementation has been monitored by the Federation Delegation and IRCS. Monitoring has also been done through regular reporting and daily work of the delegates and their counterparts.

For further information specifically related to this operation please contact:

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The IRCS maintains a website (www.rcs.ir) both in English and Farsi which also provides the latest information, operational updates, reports, interviews and news on the Bam operation to the public.

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