

Iraq Situation Response

Update on revised activities under the January 2007 Supplementary Appeal

July 2007

Introduction

In the face of extreme violence, the massive displacement of Iraqis continues unabated. The security, political, social and economic impact of this situation on Iraq and the region is significant. The response to Iraqi displacement must therefore address the immediate needs, but also incorporate a longer-term perspective, taking into account the needs of countries in the region, in an effort to ensure protection and assistance to displaced Iraqis and refugees inside Iraq, and support to their host communities.

The current exodus is the largest population movement in the Middle East since Palestinians were displaced following the creation of the State of Israel in 1948. UNHCR estimates that, by mid-2007, there were some two million Iraqis internally displaced. While many were displaced before 2003 under the former regime, thousands more continue to flee the escalating sectarian, ethnic and generalised violence. UNHCR believes that since the Samarra bombings in February 2006 over 822,000 Iraqis fled their homes for other areas inside Iraq. In addition to those displaced inside Iraq, another two million are believed to be sheltering in neighbouring states. At least one Iraqi in seven is displaced and UNHCR estimates the number of those newly displaced at 2,000 per day.

Iraq is not only a refugee-producing country but also a refugee-hosting country. It is home to over 43,000 refugees, the large majority of whom are Palestinian. Their situation is particularly dire due to the continued persecution and targeting they face.

The security situation inside Iraq, and particularly in the centre and south of the country, poses serious challenges to humanitarian work. UNHCR, like many other humanitarian agencies, has been forced to adopt remote management and partnership arrangements to ensure the delivery of basic protection and assistance. In neighbouring states, massive population flight has put a large burden on limited resources and, as consequence, the fragile protection space is increasingly restricted. In these countries, UNHCR is therefore focusing its action on supporting government structures so as to facilitate access of Iraqis to public services and amenities, especially education, health, and other community services.

Achievements and progress to date

Inside Iraq, the number of UNHCR's protection and assistance centres, formerly known as the legal advice and information centres, has been increased to now cover every governorate. The Office has also strengthened its international staff presence in the north as well as in Baghdad. Emergency life-saving assistance continues to be provided to Palestinian refugees, increasing numbers of whom are fleeing Baghdad to desolate border camps.

In neighbouring countries, a significantly reinforced UNHCR operation has now registered some 150,000 Iraqis. Some 9,000 Iraqis amongst the most vulnerable have been referred for resettlement. Over 20 percent of those referred are women at risk. Some 10,000 Iraqis are using UNHCR-supported health care facilities and a similar number receive regular food supplies.

UNHCR's emergency stockpiles have a current capacity to support 150,000 beneficiaries.

On 17 and 18 April, UNHCR convened an international conference in Geneva to sensitize the international community about the urgent need to address the humanitarian needs of refugees and internally displaced persons inside Iraq. More than 100 countries were represented, as well as the UN, the Red Cross and Red Crescent Movement, and 60 non-governmental organizations.

Donor response to UNHCR's appeal has been generous, and the Office received the resources it needed to carry out its initial programme. However, more will be needed to help increasing numbers of Iraqis fleeing widespread violence in their country, particularly those seeking refuge across Iraq's borders.



Iraqis line up to register at a UNHCR centre in Syria. UNHCR/ R. Awabdeh



Iraqis registering at UNHCR's centre in Douma, 25 km from Damascus. UNHCR/ S. Wilkes

The needs

The continuing internal and external displacement, and the further deterioration in the ability of the displaced and their host communities to support their basic needs are among the factors which led UNHCR to reassess its budget requirements to assist larger numbers of people.

In addition to the estimated number of 2 million persons displaced inside Iraq, another two million Iraqis are believed to be sheltering in neighbouring states. UNHCR registration data and surveys indicate that at least ten percent of displaced Iraqi families are female-headed, with over 30 percent of the total population having special needs. Large numbers of Iraqi refugees are poor and live in low-income areas in Damascus, Amman, Beirut and Cairo. There are reports of women and young girls forced to resort to prostitution or survival sex and of children working or being involved in other forms of exploitation in order to survive.

Thousands of Iraqis approaching UNHCR are the victims of torture, sexual and gender-based violence, car bombings, or other violent attacks and are in urgent need of medical care. The majority of Iraqi children are not attending school – in fact, throughout the region, only 60,000 displaced Iraqi children are attending school. In a recent report, Save the Children put at 62 percent the proportion of children without access to education in Jordan. In Syria, a recent UNHCR/IPSOS survey put the figure at 76 percent, despite the liberal policy of the Syrian government toward the enrolment of Iraqi children. Many of these children are reported to have been out of school for two to three years. The potential emergence of a generation of uneducated Iraqi youth is a serious concern. The same UNHCR/IPSOS survey identified that 34 percent of Iraqis in Syria had insufficient funds to last a month, and 80 percent depending on savings or charity.

Given the urban, as opposed to camp-based, nature of the Iraqi displacement in neighbouring countries, assistance will need to be individual, as well as community and institution-based, with priority to be given to the latter two elements. UNHCR's activities will continue to focus on identifying the most vulnerable, working with the authorities to keep the borders open for new arrivals, preventing *refoulement* to Iraq, and ensuring that minimum requirements for a dignified stay are met.



An Iraqi woman sells cigarettes on a central Amman street to make ends meet. UNHCR/ P. Sands

Objectives

UNHCR's objectives in Iraq and in neighbouring countries remain as below; however, the target population will be increased and there will be a renewed focus on education and in providing support to government structures in countries of asylum.

- Ensure effective protection and assistance to vulnerable Iraqis who have fled and those who continue to flee to neighbouring states.
- Improve the delivery of protection and assistance to refugees inside Iraq and pursue durable solutions.
- Provide focused and targeted assistance to the needs of the most vulnerable IDPs and their communities inside Iraq
- Enhance UNHCR's preparedness and response capacity, including reinforcing its contingency stockpile inside and outside of Iraq.
- Promote greater international attention and advocacy on behalf of displaced Iraqis and refugees inside Iraq.

Revised planning figures

Type of population	Origin/ Location	Jan 2007		Dec 2007 (projections/ targets)	
		Total	To be assisted and/ or registered by UNHCR	Total	To be assisted and/ or registered by UNHCR
Refugees and asylum-seekers in Iraq	Palestinian	15,000	5,000	10,000	7,500
	Turkish	16,110	16,110	8,950	8,950
	Iranian	11,960	11,960	11,150	10,000
IDPs	Iraq	1,700,000	100,000	2,300,000- 2,700,000	150,000 – 300,000
Iraqis in neighbouring countries ¹	Syria	500,000- 700,000	40,000	1,000,000 – 1,400,000	150,000
	Jordan	500,000- 700,000	21,000	500,000- 700,000	70,000
	Egypt ²	-	2,500	-	12,000
	Lebanon ³	20,000- 40,000	3,500	20,000- 40,000	7,000-10,000
	Turkey ²	-	5,100	-	5,100
	I.R. Iran	54,000	-	54,000	1,000
Returnees	Iraq	300,000	-	50,000	-

¹ In addition, there are some 160 urban Iraqi refugees in Saudi Arabia, with less than 90 remaining in Rafha camp. These refugees left Iraq in the early 1990's and are assisted under UNHCR's Annual Programme.

² As of June 2007, no official figures are available on the total number of Iraqis in Egypt and Turkey. For Egypt, estimates range from 20,000 to 80,000.

³ The number of Iraqis in Lebanon is based on estimates by NGOs and UNHCR.

Activities

Iraq

UNHCR will significantly step up its relief activities, including emergency shelter and community-based projects, particularly in relation to the emergence of many IDP camps, with the protection and assistance centres playing a much more significant role in obtaining data on the needs. Support to Iraqi authorities and local institutions at the provincial level will be encouraged, as will the establishment of inter-agency “humanitarian warehouses” to support the delivery of emergency assistance, including non-food items. Life-saving assistance for the most vulnerable refugees and IDPs will be provided to increasing numbers. This will include rental subsidies for Palestinian refugees and assistance to groups stranded at the frontiers of Jordan and Syria. Protection monitoring will be increased, where conditions permit.

Due to the on-going displacement, distribution of non-food items will target some 100,000 displaced persons inside Iraq and 100,000 outside Iraq in the remainder of 2007. Another objective is to maintain a total regional stockpile for 300,000 beneficiaries, including 100,000 inside Iraq. In order to facilitate the delivery of emergency materials UNHCR is proposing to establish several humanitarian warehouses throughout the country in partnership with national agencies, the Ministry of Displacement and Migration, and other partners. Furthermore, UNHCR will seek to scale up its advocacy role and efforts to promote and secure the rights of IDPs, as well as to build and strengthen the capacity of the local authorities to respond to emergencies.

UNHCR will reinforce its national and international staffing presence in Iraq with the establishment of 17 more national posts and two international posts.



In 2005, when violence came to Al Tash camp in Ramadi, some of several thousand Iranian Kurds who had been living there since the early 1980s fled to Iraqi Kurdistan. Many of these twice-displaced people now live in rough conditions in the north of Iraq. UNHCR/ K. Brooks

Host Countries

The use of registration as a means of identifying the most vulnerable Iraqi nationals, or those with special protection of humanitarian needs, will continue to be a priority component of UNHCR's protection strategy⁴. Vulnerability criteria have been carefully elaborated, taking into consideration both the protection space available in each country, as well as the necessity to maintain some coherence and standardisation in their design and application by country offices in the region. Iraqis who are in detention and/or at risk of being subjected to *refoulement* will be identified through continued monitoring, including telephone hotlines, and visits to detention centres.

While resettlement will never be the predominant durable solution, it remains part of UNHCR's strategic, comprehensive approach to ensure the protection of a much larger number of Iraqis. UNHCR, which exceeded its six month resettlement referral targets, continues to urge resettlement states to show greater flexibility including through accelerated processing, the use of group methodology, and accelerated family reunification departures.

Iraqis in the region represent the largest urban caseload ever dealt with by UNHCR and thus addressing their growing needs is a massive and complex undertaking. UNHCR will therefore focus on five areas of assistance:

Shelter: Depending on the situation in the country of asylum, and in the absence of camps, a combination of measures will need to be taken to address this major problem, including through the provision of locally procured non-food item packages (and the amendment of the existing packages where necessary), the rehabilitation of vacant public buildings, support to host families, consideration of communal housing, and exceptionally, the provision of cash assistance to most needy families.

Education: Due to the relatively small numbers of Iraqi children in schools, and the dangers related to the emergence of an uneducated and alienated generation of Iraqi youth, UNHCR will continue to pursue agreements on access to primary and secondary education as well as vocational training for children and youth. UNHCR will support the Ministries of Education to start the construction of up to ten schools, support double shifts, rehabilitate between 70 to 100 schools as well as procure pre-fabricated schools as required, accelerate teacher training and address the lack of school documentation. To address the challenges that poor Iraqi families face in registering their children, UNHCR plans to provide financial aid as well as uniforms, books, school supplies and school kits to some 10,000 families.

In addition, UNHCR is working closely with the Ministries of Education and UNICEF to increase the number of externally displaced Iraqi children in school throughout the region from 60,000 at present to 200,000 during the 2007-2008 school year. In this context, the Office in Syria has initiated a "Back to School" campaign to encourage enrolment. This project will be the subject of a separate appeal.

⁴ 39 percent of Iraqis registered in Damascus were categorized as having special needs.



Iraqi and Syrian children sit the end of year exams. This school in Seida Zeinab, Damascus, has nearly doubled in size since the beginning of the school year due to the large number of Iraqi children who have arrived. UNHCR/ S. Wilkes

Health: Agreements with the respective Ministries of Health and other bodies providing primary medical care to include the needs of vulnerable Iraqis within their coverage. In addition to national Red Crescent Societies, UNHCR will continue to work closely with WHO, UNICEF, and UNFPA to develop joint programmes that will benefit both Iraqis and local communities, whether through development of water and sanitation projects, the distribution of hygiene kits for women or the establishment of insurance-like systems for medical treatment. Under this sector, close coordination with WHO will be achieved.

Food: In cooperation with WFP, UNHCR will seek to widen the circles of food distribution, whether through basic or supplementary feeding for vulnerable families, or school feeding. UNHCR will ensure that the most vulnerable Iraqis have access to supplementary feeding.

Counselling and Community Services: Social and legal counselling and referrals to relevant partners will be strengthened. Psychological counselling in particular is essential, due to the high prevalence of trauma among the Iraqi population and the particularly disturbing nature of the violence witnessed by many. Community services, household support and community-based projects will also be prioritized.

Key targets for 2007

Targets	Progress to date
200,000 Iraqis will be registered during 2007	150,000 Iraqis had been registered as at 30 June
Regional registration capacity will be 1,000 per day	Target reached
200,000 Iraqi children in school	An estimated 60,000 Iraqi children were in school as at 30 June
20,000 Iraqis will be referred for resettlement	10,305 Iraqis (or 51.5% of target) have been referred for resettlement
20,000 Iraqis benefit from medical referrals a month	10,000 Iraqis were referred in June
100,000 Iraqis receive supplementary food support	10,000 Iraqis received assistance in June
20 community/counselling centres are established	Eight centres have been established
Construction of 10 schools	Construction has started on six schools
Rehabilitation of 100 schools	Rehabilitation of 70 schools has started
Contingency stock of non-food items for 300,000 persons	Non-food items for 150,000 are in place
UNHCR has a fixed or mobile presence through its protection and assistance centres in all 18 Iraqi governorates	Target reached
10,000 Iraqis are assisted by UNHCR's protection and assistance centres each month	3,500 Iraqis were assisted in June
Closure of Ruweyshid camp in Jordan sheltering 100 Palestinians	The resettlement of all Palestinians from the camp is planned by October 2007
Provision of 11 ambulances to the Syrian Red Crescent and Syrian Ministry of Health	Target reached
Convening of International Conference on the "Humanitarian Needs of Persons Displaced within Iraq and Across the Country's Border's".	Conference took place in April 2007

Coordination and partnerships

UNHCR operates inside Iraq as part of the UN Country Team (UNCT), composed of 16 UN Agencies and Programmes and two affiliated bodies, IOM and the World Bank. Its work is guided by the UN Security Council Resolution 1546 (8 June 2004) under the overall coordination of the UN Assistance Mission for Iraq (UNAMI) as well as the Resident Humanitarian Coordinator. In order to streamline interventions and improve coordination, UNHCR has been active in supporting the development of the UN Strategic and Operational Framework for Humanitarian Assistance in Iraq. In Iraq, UNHCR has also been the Coordinator of Cluster F, which deals with refugees, IDPs and durable solutions and is leading the Shelter and Protection Working Groups. In neighbouring countries, UNHCR has been at the forefront of efforts to ensure protection and assistance, working with national authorities, other UN agencies and NGOs to enhance the delivery of effective protection and assistance. Throughout the region UNHCR values its partnership with ICRC, the respective Red Crescent societies, the ministries of Health, Education, and the Interior, as well as national and international NGOs. In the first six months of 2007 UNHCR has entered into 40 agreements with partners to deliver protection and assistance to Iraqis throughout the region.

Organization and implementation

UNHCR presence in relation to the Iraq operation

Location	Iraq	Syria	Jordan	Lebanon	Turkey	Egypt	HQ	Total
International staff	11	18	15	6	0	0	4	54
National staff	55	41	78	26	8	3	5	216
UNVs	7	48	33	7	0	0	0	95
Total Staff	73	107	126	39	8	3	9	365
Offices	9	2	2	1	1	1	1	17

There are currently 270 posts under the Iraq SB in addition to 95 United Nations Volunteers (UNV). This figure includes 54 international and 216 national staff. The current revision incorporates additional staff including the creation of a senior level post in Baghdad and two Deputy Representative posts in Damascus and Amman. The incumbents of these positions will be responsible for the increased operations in Syria, Jordan and Iraq. Seventeen additional national staff positions have also been created in Iraq to enhance UNHCR's response to internal displacement, particularly in the south of the country. Six temporary staff in the Islamic Republic of Iran are also covered under the Iraq programme.



Two trucks carrying relief items arrive at Al Tanf refugee camp, Syria, that shelters Palestinian refugees who fled Iraq. UNHCR/ J. Wreford

Contributions to date

UNHCR is grateful to the following donors for their contribution to the Iraq Supplementary Programme (contributions as of 10 July 2007):

Donor	Amount in USD
Governments	
Australia	2,380,952
Canada	2,155,172
CERF	5,998,590
Czech Republic	139,315
Denmark	11,627,907
France	648,508
Germany	998,667
Holy See	17,273
Iceland	100,000
Ireland	666,667
Japan	9,500,000
Luxembourg	733,333
Netherlands	1,235,000
New Zealand	748,083
Sweden	2,183,406
Switzerland	819,672
Turkey	3,000,000
UNDG Iraq Trust Fund	3,334,491
United Kingdom	3,231,524
United States of America*	17,000,000
Sub-total governments	66,518,560
Private sector	
Deutsche Stiftung für UNO-Flüchtlingshilfe e.V.	68,190
España con ACNUR	2,881
Private donors Canada	13,514
Private donors Italy	27,164
Private donors United States of America	100,000
Stichting Vluchteling	120,000
USA for UNHCR	16,056
Sub-total private sector	347,805
Total Fresh Contributions	66,866,365
Carry Over from 2006	3,451,376
Grand Total	70,317,741

* In addition, the United States of America have contributed 1,000,000 USD towards UNHCR's Annual Programme in Iraq.

Total revised requirements (in USD)

BUDGET BREAKDOWN	IRAQ	JORDAN	SYRIA	TURKEY	LEBANON	EGYPT	IRAN	SAUDI ARABIA	HQ	TOTAL
Protection, Monitoring and Coordination	3,273,607	2,674,195	2,663,711	197,599	1,146,813	104,483	100,000	120,344	0	10,280,752
Food	552,336	351,523	888,344	0	375,000	0	30,000	0	0	2,197,203
Transport and Logistics	1,584,336	957,054	2,668,052	80,000	0	0	107,556	0	1,500,000	6,896,998
Domestic Needs/ Household Support	2,376,647	655,125	908,945	475,200	625,000	246,046	386,392	0	2,350,000	8,023,355
Water	1,104,187	160,432	0	0	0	0	0	0	0	1,264,619
Sanitation	520,000	100,744	0	0	0	0	10,000	0	0	630,744
Health and Nutrition	720,672	5,906,600	10,437,000	246,000	295,000	617,340	150,000	0	0	18,372,612
Shelter and Infrastructure	6,359,346	22,816	222,145	0	0	0	0	0	0	6,604,307
Community Services	540,000	1,194,532	2,230,000	0	274,368	89,873	0	0	0	4,328,773
Education	545,786	12,287,072	18,785,386	65,000	430,000	1,275,039	50,000	0	0	33,438,283
Income Generation	1,154,978	300,000	660,000	0	0	87,920	0	0	400,000	2,602,898
Legal Assistance	3,000,352	2,097,791	1,399,201	145,000	653,000	249,477	10,000	0	2,640,000	10,194,821
Agency Operational Support	3,080,550	333,495	670,000	14,800	220,914	51,315	40,834	0	400,000	4,811,908
Sub-total operations	24,812,797	27,041,379	41,532,784	1,223,599	4,020,095	2,721,493	884,782	120,344	7,290,000	109,647,273
Programme support	1,961,470	1,067,518	1,248,913	266,022	146,418	0	0	0	1,676,217	6,366,558
7% Indirect cost*	1,736,896	1,892,897	2,907,295	85,652	281,407	190,505	61,935	8,424	510,300	7,675,309
TOTAL BUDGET	28,511,163	30,001,793	45,688,992	1,575,273	4,447,920	2,911,998	946,717	128,768	9,476,517	123,689,141

* A seven percent cost has been added to the total of the operational requirements to meet indirect support costs in UNHCR.

