EVALUATION REPORT


EVALUATION OFFICE
OCTOBER 2004
This evaluation was jointly commissioned by the UNICEF Iraq Country Office, the Middle East and North Africa Regional Office and the Evaluation Office at New York Headquarters. The evaluation was conducted by Simon Lawry-White, Consultant.

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<td>CCCU</td>
<td>Community Child Care Unit</td>
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<td>CEE/CIS</td>
<td>Central and Eastern Europe/Commonwealth of Independent States and the Baltics</td>
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<td>CERF</td>
<td>Central Emergency Revolving Fund</td>
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<td>CO</td>
<td>Country Office</td>
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<td>CPA</td>
<td>Coalition Provisional Authority</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>DART</td>
<td>Disaster Assessment and Response Team – US government</td>
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<td>DFAM</td>
<td>Division of Financial &amp; Administrative Management</td>
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<td>DFID</td>
<td>Department for International Development (UK)</td>
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<td>Division of Human Resources</td>
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<td>DSG</td>
<td>United Nations Deputy Secretary General</td>
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<td>ECHA</td>
<td>Executive Committee on Humanitarian Affairs</td>
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<td>ECHO</td>
<td>European Community Humanitarian Office</td>
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<td>EMOPS</td>
<td>Office of Emergency Programmes</td>
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<td>EPF</td>
<td>Emergency Programme Fund</td>
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<td>EPRP</td>
<td>Emergency Preparedness and Response Planning</td>
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<td>FLS</td>
<td>Financial and Logistics System</td>
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<td>HF</td>
<td>High Frequency</td>
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<td>Humanitarian Policy Unit (EMOPS)</td>
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<td>HRBAP</td>
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<td>HQ</td>
<td>Headquarters</td>
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<td>IASC</td>
<td>Inter Agency Standing Committee</td>
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<td>ICRC</td>
<td>International Committee of the Red Cross</td>
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<td>ICT</td>
<td>Information Communications Technology</td>
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<td>IDPs</td>
<td>Internally Displaced Persons</td>
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<td>IFRC</td>
<td>International Federation of the Red Cross</td>
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<td>INGO</td>
<td>International Non Government Organisation</td>
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<td>International Organisation on Migration</td>
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<td>IP</td>
<td>International Personnel</td>
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<td>IT</td>
<td>Information Technology</td>
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<td>ITD</td>
<td>Information Technology Division</td>
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<td>JD</td>
<td>Job Description</td>
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<tr>
<td>MENA</td>
<td>Middle East and North Africa region</td>
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<td>MENARO</td>
<td>Middle East and North Africa Regional Office</td>
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<td>MIST</td>
<td>Minimum Security Telecommunications Standard</td>
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<td>MOSS</td>
<td>Minimum Operating Security Standards</td>
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<tr>
<td>MOU</td>
<td>Memorandum of Understanding</td>
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<td>MTSP</td>
<td>Medium-Term Strategic Plan</td>
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<td>NATCOMS</td>
<td>UNICEF National Committees</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>NRC</td>
<td>Norwegian Refugee Council</td>
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<td>OCHA</td>
<td>Office for the Coordination of Humanitarian Affairs</td>
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<td>OFDA</td>
<td>Office for Foreign Disaster Assistance (US government)</td>
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<tr>
<td>OFFP</td>
<td>Oil for Food Programme</td>
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OPT  Palestinian Occupied Territories
OR  Other Resources
PBA  Programme Budget Allocation
PD  Programme Division
PFO  Programme Funding Office
PROMS  Programme Management System
RO  Regional Office
RR  Regular Resources
SC  Security Council
SD  Supply Division
SG  Secretary-General
SIAB  School in a Box
Telecoms  Telecommunications technology
TOR  Terms of Reference
TFT  Temporary Fixed-Term
UN  United Nations
UNCT  United Nations Country Team
UNDG  United Nations Development Group
UNDP  United Nations Development Programme
UNHCR  United Nations High Commissioner for Refugees
UNICEF  United Nations Children's Fund
UNJLC  United Nations Joint Logistics Centre
UNSECOORD  United Nations Security Coordinator
UXO  Unexploded Ordnance
VHF  Very High Frequency
VSAT  Very Small Aperture Terminals
WES  Water, Environment and Sanitation
WFP  World Food Programme
WHO  World Health Organisation
WTP  Water Treatment Plant
EXECUTIVE SUMMARY

This evaluation of UNICEF Preparedness and Early Response in Iraq was commissioned by the Iraq Country Office, the Middle East and North Africa Regional Office (MENARO), and the Evaluation Office and managed by a team with one representative from each office. The aim of the evaluation was to briefly document UNICEF’s experience, assessing the relevance of its preparedness and response, and recording lessons that will strengthen organisational preparedness and response systems. The evaluation was carried out by an external evaluation consultant, assisted by a research consultant, between September 2003 and January 2004.

Purpose

UNICEF decided that it was important to assess its preparedness effort and early response for Iraq with particular attention to preparedness. The Iraq crisis developed at a time when UNICEF’s Emergency Preparedness and Response Planning process was becoming more widely used in the organisation, and preparedness in the sub-region received utmost attention. This presented an opportunity to examine the relevance and effectiveness of EPRP. The aim of the evaluation was to provide a critical reference for subsequent evaluations of subsequent stages of the UNICEF response in Iraq.

Objectives

As stated in the Terms of Reference (TOR), the overall objectives of the evaluation were:

- To briefly but systematically document UNICEF’s experience in emergency preparedness planning, actual preparedness and early response, situating this in the context as it evolved
- To assess the overall relevance, efficiency and effectiveness of UNICEF preparedness efforts and early response
- To assess the degree to which preparedness and early response in Iraq was specific to that context and correspondingly what enduring lessons and concerns can be carried forward to strengthen organisational preparedness and response systems.

Scope

The evaluation exercise was limited in scope to UNICEF performance in preparedness planning and early response. The TOR recognised that, because of time and security constraints, the assessment of relevance, efficiency and effectiveness would be limited. The evaluation was required to cover all key support functions of UNICEF preparedness and response across UNICEF’s decentralised structure, and to address a range of questions under the headings of Coordination, Preparedness Efforts, Actual Preparedness, Early Response, and Putting Iraq Experience into Perspective. The evaluation covered from September 2001, when the sub-regional effort was initiated, to 23 June 2003, the launching of the second UN Inter-Agency Appeal for Iraq drawn up in collaboration with the Coalition Provisional Authority (CPA). The evaluation was framed as an internal exercise because a future planned inter-agency evaluation will look more widely at the performance of United Nations agencies.

Methodology

The evaluation was based on more than 80 interviews, an extensive review of UNICEF documentation, a two-day "lessons-learned" workshop in Istanbul that was attended by key staff
from relevant Regional and Country Offices and from Headquarters, and on feedback sessions in Amman and New York. In addition to the limitations in scope mentioned above, the methodology was limited by the fact that no field trip inside Iraq could be included.

Context

UNICEF’s emergency preparedness experience for Iraq was unique, not only for the long lead time the context allowed, but also for the scale of attention given by the organisation. The Iraq emergency was highly unusual in several respects in that Iraq has a very high political profile, the war was anticipated but with uncertain timing and unpredictable outcomes, governments both in the region and beyond were reluctant to be seen preparing for the humanitarian consequences of a conflict the UN was trying to head off, and the lead time was unusually long, giving UNICEF almost 18 months to prepare.

Emergency Preparedness and Response Planning

From October 2001, MENARO initiated a sub-regional Emergency Preparedness and Response Planning (EPRP) process including Iraq, Iran, Jordan, Syria, Turkey, and GAO. A sub-regional contingency plan was produced and refined for almost one year, with individual country contingency plans being updated in the process. Of the scenarios considered, a large-scale attack or invasion by foreign countries on Baghdad and oil fields in the North and Southeast was considered most likely. The attack began on 20 March 2003, but the outcomes of the war were different from those anticipated in UNICEF and UN contingency plans. Mass displacement and ethnic conflict did not happen, while the security situation in Iraq after the war was far more difficult than expected, restricting the scope and geographical coverage of UNICEF’s assistance to children and women.

UNICEF’s sub-regional and country contingency planning was effective. Several factors made this possible, including: leadership of the EPRP process by MENARO; the preparation of detailed “to do” lists for each Country Office (CO); the inclusion of all aspects of operations from the outset; UNICEF’s corporate commitment to strengthen its emergency response capability, backed by DFID funding; the presence in the sub-region of a cadre of staff with emergency experience; and, not least, the availability of EPF and CERF funding for preparedness.

Each CO achieved its planned level of standing readiness before the war. The planning processes were productive, but also drawn out and onerous, especially when combined with the effort required to support inter-agency planning.

The scale of UNICEF’s emergency preparedness and early response was substantial. UNICEF actions within Iraq since the war, supported by cross-border operations from surrounding countries, have provided direct assistance to at least two million Iraqi children across a number of sectors.

UNICEF took action before the war in Iraq in order to mitigate its possible effects. UNICEF supported the Iraq government in pre-positioning thousands of tonnes of nutritional supplies (therapeutic milk and High Protein Biscuits) at community level. UNICEF intensified its support for the national breast-feeding promotion campaign, supported the health authorities’ polio, measles and DTP campaigns for under U5s, and contracted mobile maintenance teams to repair water and sanitation facilities both before and during the war. UNICEF’s strategy of placing preparedness supplies at community level in Iraq and in warehouses both inside and outside Iraq’s borders not only gave it the flexibility to cope with a range of possible outcomes of
the war, but also spread UNICEF’s risk with regard to possible losses. The Iraq Country Office took the precaution of sending its better vehicles to neighbouring countries to reduce the risk of their being lost or damaged.

Response

Soon after the war started, UNICEF began tankering drinking water to Basra and surrounding areas from Kuwait. This was later extended to Baghdad. At its peak, UNICEF was supplying 4.5 million litres of water per day, enough for some 300,000 people. At the same time, UNICEF committed $23 million for six months for spares, chemicals, equipment, and repairs to critical water and sewage systems, while making a one-off salary payment to 15,000 Baghdad Water Authority staff as an incentive to continue working.

UNICEF supported the restoration of the cold chain system for vaccines, rehabilitated hospital generators, supplied fuel and imported and distributed health supplies. In addition to the 3,600 tonnes of HPB purchased before the war, a further 22,000 tonnes were supplied during and immediately after the war.

UNICEF launched a Back to School campaign, building on the pressure from Iraqi families on the authorities to get schools reopened. UNICEF printed 15 million exam booklets to enable 4.5 million children (90% of those eligible) to take end-of-year exams. Damaged school buildings were rehabilitated and School-in-a-Box kits delivered throughout the country.

In Northern Iraq, UNICEF assisted 80% of children in institutions to return to their families before the war. In Baghdad, UNICEF provided material support and vehicles to help find children who were left in orphanages and abducted during the war. UNICEF’s post-war Child Protection programme was slow to get off the ground, beyond meeting the basic needs of children in institutions.

UNICEF was one of few agencies to continue working in Iraq throughout the war. This was made possible by careful preparation and training before the evacuation of international personnel, and by the commitment and professionalism of national staff in Iraq, which have been recognised by UNICEF’s Executive Director.

The major supply routes for cross-border operations were Turkey, Kuwait and Jordan. The Kuwait supply route proved contentious because it gave the appearance of working in collaboration with the Coalition forces invading Iraq from the south. Logistics and supply seem to have been effective, strengthened by Supply Division support to MENARO.

Funding

UNICEF made use of EPF funding on an unprecedented scale for emergency preparedness and took a calculated risk in borrowing $5 million of CERF funds. A grant of $2 million was made from UNICEF Regular Resources for emergency preparedness. By the start of the war, preparedness funding came to more than $9 million without donor funds, and $15 million with. The bulk of this funding was used for preparedness supplies. UNICEF used an additional $5 million to pre-position supplies in northern Iraq, drawing on OFFP funds rather than EPF/CERF. Fundraising against the March Flash Appeal for $166 million was initially slow, but picked up to 60% funded by the end of June. UNICEF’s financial commitment towards preparedness and to early response up to June 2003 amounted to some $80 million. The primary goal of this
assistance was to ensure the protection of children and support their basic rights to access to water and sanitation, health and nutrition, and education.

**Human Resources**

Sub-regional preparedness depended on the redeployment of the large staff team from Iraq to the smaller UNICEF COs in surrounding countries. If a major IDP and refugee emergency had occurred as a result of the war, UNICEF might not have had enough human resources available to meet its commitments. The availability of a sizeable team for redeployment from Iraq, and the long lead time for this emergency, masked UNICEF’s lack of regional and global surge capacity. UNICEF will need to strengthen its systems if it is to meet its revised Core Corporate Commitments in emergencies.

**Media Communications**

UNICEF achieved a significant level of media coverage, not least through the News Desk in Amman, a new innovation for this crisis. This probably boosted its fundraising efforts. However, attempts to have an impact on the Arab media were seen as less successful and the Regional Office acknowledges that an improved strategy is required.

There was a general sense amongst staff that UNICEF could have done more to speak out in defence of the rights of women and children in Iraq. At the same time, the constraints on what UNICEF could and could not say within an agreed UN communications strategy were not well understood within the organisation, especially in the field, but also at HQ.

**Policy**

While the Core Corporate Commitments were influential in the design of both sub-regional and country-level contingency planning, UNICEF’s human rights based approach to planning (HRBAP) in programming does not seem to have been. UNICEF acknowledges that it needs to articulate more clearly how HRBAP applies in EPRP and emergency response.

Guidance on civil-military relations needs strengthening as the Iraq experience has highlighted a lack of clarity at some points. More broadly, the challenge of needing security cover from military forces for the conduct of humanitarian operations has called into question the humanitarian principle of neutrality and the idea of “humanitarian space”. UNICEF needs to work with UN and other partners to explore how these can be strengthened.

All aspects of operations featured prominently in planning and in detailed preparations by COs. There was a substantial investment in telecommunications equipment. All offices in the region upgraded their systems and met MOSS standards for telecoms. UNICEF was successful in securing telecoms licences for the whole UN system for Jordan and Syria, while VSAT installations were completed in Iraq in record time.

**Security**

There were no deaths or serious injuries to UNICEF staff during the study period, but security remained a constant concern before, during and after the war. No solutions were on offer in case of biological or chemical attack. UNICEF offices in Baghdad were looted and valuable equipment lost. Across Iraq, the value of UNICEF equipment and supplies lost to looting and other forms of damage is not known, but probably runs to millions of dollars. National staff were
involved in security discussions, but UNICEF HQ now considers that security planning for
national staff operating during the war was not adequate.

Procedures

Several shortcomings in financial and other procedures complicate and slow down UNICEF’s
progress in emergency response, authorisation and contract procedures. UNICEF’s systems
and control mechanisms have been devised for steady state development programming,
aspects of which are not appropriate to emergency situations. Although this issue has been
understood for some time, there is still no plan of action for addressing it.

Coordination

UNICEF combined well at country, regional, and HQ levels to make both preparedness and
response phases successful. As the political profile of Iraq developed, the centre of gravity of
UN decision-making moved away from the region, first to Geneva and then to New York.
UNICEF put considerable human resources into the New York-based Iraq Support Unit from
March 2003 on.

UNICEF made a substantial contribution to inter-agency planning and coordination at country,
regional, Geneva, and HQ levels. In Iraq and the surrounding countries, UNICEF took on the
coordination of at least one sector per country, usually two or three. UNICEF also provided the
inter-agency sub-regional coordination for four sectors: water and sanitation, education, nutrition
and child protection. Three out of four coordinators were seconded in from other organisations,
an arrangement that generally worked well. In New York, UNICEF was an active member of the
Steering Group for Iraq, bringing operational issues to the table and focusing discussions on the
humanitarian implications of the decisions under consideration.

Summary of Main Recommendations

1. Developing Emergency Preparedness and Response Planning. A number of steps are
   proposed, including: the inclusion of UN and NGO partners into the preparedness planning
   process; the development of regional and global EPRP processes; the clearer formulation of
   human rights based approaches to programming in EPRP; greater results orientation;
   speeding up the process of making EPRP planning formats available on the UNICEF
   Intranet; and clarifying regional management of regional and sub-regional emergency
   preparedness and response.

2. Improving Emergency Human Resource Capacity. UNICEF requires better-developed
   registers of internal and external expertise for emergency response and proactive
   management to ensure that the registers are populated and kept up to date, with targets set
   by EMOPS. As part of this exercise, UNICEF should increase the number of individual
   secondments and agreements with seconding agencies. UNICEF will need to dedicate
   resources to achieving revised targets.

3. Key NGO Partners. It is proposed that sector specialists in UNICEF HQ covering education
   and nutrition take time to investigate possible key NGO partners and negotiate MOUs with
   them.
4. **HRBAP in Emergencies.** UNICEF is already aware of the need to improve the understanding of HRBAP in emergencies — a consultation process is already under way. UNICEF’s initiatives to issue new instructions, guidance, and tools on HRBAP in emergencies are endorsed.

5. **Streamlining ProMS.** One or more staff members with emergency programme experience should join the ProMS Reference Group. These staff must be able to give attention to detail, be ready to take part in iterative discussions over a period of months, and be available to test prototypes. DFAM is open to such involvement.

6. **The Wider UN.** The following areas are proposed for debate and evaluation within the wider UN family:
   - **Coordination.** In this evaluation, the performance of Resident Coordinators and OCHA was reported to be patchy. Can the UN Secretariat address long-standing weaknesses in coordination?
   - **Neutrality and Humanitarian Space.** UNICEF needs to continue to be an active participant in UN and IASC debates, defending humanitarian principles and finding ways for their integrity to be restored.
   - **Working under Occupation.** The UN needs to develop guidance on working under military occupation.
   - **Human rights based approaches.** UNICEF should initiate a debate with other agencies on how best to apply HRBAP in emergencies.
   - **CAP.** Consideration should be given to funding inter-agency planning and coordination from the Consolidated Appeal Process.

**Summary of Other Recommendations**

1. **Regional Communications.** UNICEF needs a new communications strategy for addressing the media in Arab countries, taking into account the significance of the Israeli-Palestinian conflict.

2. **Donations-in-Kind.** UNICEF should explore how to increase its donations–in-kind fundraising for emergencies by tapping into the experience of agencies that have developed this area of fundraising.

3. **National Staff Security.** National staff should be more fully involved in security discussions.

4. **Accountability for Security.** UNICEF needs to strengthen RO supervision and CO management accountability for security.

5. **Sector Coordination.** Where UNICEF intends to provide inter-agency sector coordination, it should not assume that the coordinator can provide UNICEF programme management capacity as well.

6. **Warehousing.** Custom-bonded warehouses should be used for shipments expected to be sent on to another country.

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1 See also Istanbul workshop recommendation 65.

8. *Local Market Surveys*. The concept of local market surveys should be extended to other potential emergencies as part of future EPRP.
RÉSUMÉ ANALYTIQUE


Objet

L’UNICEF a décidé qu’il était important d’étudier les efforts déployés dans les secteurs de l’état de préparation et des mesures de réaction rapide en Iraq, en accordant une attention particulière à l’état de préparation. La crise iraquienne s’est développée à un moment où le processus de planification de l’état de préparation aux urgences et des mesures de réaction rapide mis au point par l’UNICEF faisait l’objet d’une utilisation de plus en plus répandue dans l’organisation, et où l’état de préparation dans la sous-région recevait la plus grande attention. L’occasion se présentait ainsi d’examiner la pertinence et l’efficacité de la planification de l’état de préparation aux urgences et des mesures de réaction rapide. L’objectif de l’évaluation était de fournir une référence critique pour les évaluations futures des stades suivants de la réaction de l’UNICEF en Iraq.

Objectifs

Conformément aux déclarations du cahier des charges, les objectifs généraux de l’évaluation étaient les suivants :
- étudier la pertinence, l’efficience et l’efficacité des efforts de l’UNICEF en matière d’état de préparation et de mesures de réaction rapide.
- évaluer dans quelle mesure l’état de préparation et l’intervention en Iraq s’inscrivait dans un contexte particulier et quels enseignements on peut donc en tirer pour ce qui est de l’état de préparation de l’organisation et du système.

Champ d’application


Méthodologie

L’évaluation se fonde sur plus de 80 entretiens, un examen exhaustif de la documentation de l’UNICEF, un atelier de deux jours à Istanbul sur les « enseignements tirés » auquel a participé les responsables de haut niveau du bureau national, du bureau régional et du siège, et des séances de « feedback » à Amman et à New York. En plus des limitations du champ d’application mentionnées ci-dessus, la méthodologie a été limitée par le fait qu’aucun voyage sur le terrain en Iraq même n’a pu être effectué.

Contexte

En Iraq, l’expérience de l’UNICEF en matière d’état de préparation d’urgence était unique, non seulement en raison du long délai de préparation que permettait le contexte, mais aussi du degré d’attention que lui accordait l’organisation. L’urgence iraquienne était extrêmement inhabituelle à plusieurs égards, dans la mesure où l’Iraq bénéficie d’un profil politique très élevé et qu’on avait vu venir la guerre mais l’échéancier et les résultats en étaient incertains, les gouvernements de la région et d’ailleurs étant réticents à ce qu’on les vît se préparer aux conséquences humanitaires d’un conflit que les Nations Unies essayaient d’éviter, et le délai de préparation avait été inhabituellement long pour l’UNICEF : presque 18 mois.

Planification de l’état de préparation aux urgences et des mesures de réaction rapide

A partir d’octobre 2001, le Bureau régional pour le Moyen-Orient et l’Afrique du Nord a initié un processus de planification de l’état de préparation aux urgences et des mesures de réaction rapide où figuraient l’Iraq, l’Iran, la Jordanie, la Syrie, la Turquie et le GAO. Un plan d’urgence sous-régional a été produit et affiné pendant presque une année, et on en a profité pour remettre à jour les plans d’urgence propres à chaque pays. De tous les scénarios envisagés, celui qui avait été considéré le plus vraisemblable était une attaque ou une invasion à grande échelle de Bagdad et des champs pétroliers du nord et du sud-est par des pays étrangers. L’attaque débuta le 20 mars 2003, mais les résultats de la guerre ne furent pas ceux que l’UNICEF et les Nations Unies avaient prévu dans leur plan d’urgence. Il ne s’est pas produit de déplacements massifs de populations ni de conflits ethniques, mais la situation de la sécurité en Iraq après la guerre a été beaucoup plus difficile que prévu, limitant le champ et la couverture géographique de l’aide de l’UNICEF aux enfants et aux femmes.

La planification d’urgence de l’UNICEF aux niveaux sub-régional et national a bien fonctionné en raison de plusieurs facteurs : pilotage du processus de planification de l’état de préparation et des mesures de réaction par le bureau régional, préparation de listes de tâches détaillées pour chaque bureau de pays, intégration dès le début de tous les aspects de l’opération, engagement institutionnel de l’UNICEF de renforcer ses capacités de réaction en situation d’urgence avec le financement du DFID, présence dans la sous-région d’un cadre d’employés ayant l’expérience des urgences et, fait qui a son importance, disponibilité du financement du Fonds de programmation pour les secours d’urgence et du Fonds central autorenouvelable d’urgence.
Chaque bureau de pays a atteint le niveau prévu de préparation permanente avant la guerre. Les processus de planification ont été productifs, mais aussi prolongés et onéreux, surtout lorsqu’ils étaient combinés à l’effort requis pour soutenir la planification interinstitutions.

L’état de préparation et de réaction rapide de l’UNICEF en situation d’urgence était considérable. Les actions menées par l’UNICEF à l’intérieur de l’Iraq pendant la guerre, soutenues par des opérations transfrontalières avec les pays avoisinants, ont fourni une aide directe à un minimum de deux millions d’enfants irakiens dans tout un ensemble de secteurs.

L’UNICEF a pris des mesures en Iraq avant la guerre pour en atténuer les effets possibles. L’UNICEF a soutenu le gouvernement iraquien dans le repositionnement de milliers de tonnes d’approvisionnements alimentaires (lait thérapeutique et biscuits hyperprotéinés) au niveau communautaire. L’UNICEF a intensifié son soutien à la campagne nationale de promotion de l’allaitement maternel, soutenu les campagnes des autorités sanitaires en faveur des vaccinations anti-polio, anti-rougeole et anti-diphtérie-tétanos-coqueluche pour les moins de 5 ans, et contracté les services d’équipes d’entretien mobile pour réparer les systèmes d’eau et d’assainissement, avant et pendant la guerre. La stratégie de l’UNICEF consistait, au titre de l’état de préparation, à placer des approvisionnements au niveau communautaire en Iraq et dans des entrepôts à la fois en Iraq et à l’extérieur de ses frontières, ne lui a pas seulement donné la souplesse de confronter tout un éventail de conséquences possibles de la guerre, mais a aussi permis de disperser les risques de l’UNICEF quant à ses pertes possibles. Le Bureau national de l’UNICEF en Iraq a pris la précaution d’envoyer ses meilleurs véhicules dans les pays avoisinants pour réduire le risque de pertes ou de dégâts matériels.

Réaction

Peu après le début de la guerre, l’UNICEF a commencé à faire venir l’eau potable par réservoirs du Koweït à Basra et aux zones avoisinantes. Cette mesure a été ultérieurement tard étendue à Bagdad. Au pic de ses activités, l’UNICEF fournissait 4,5 millions de litres d’eau par jour, assez pour 300 000 personnes. En même temps, l’UNICEF a affecté 23 millions de dollars pendant 6 mois à des pièces de rechange, produits chimiques, équipements et réparations pour les systèmes d’eau et d’assainissement importants. A un certain moment, il a versé 15 000 dollars de salaires au personnel des services d’eau de Bagdad comme mesure incitatrice pour qu’il demeure à son poste.

L’UNICEF a soutenu la restauration du système de chaîne frigorifique pour les vaccins, a remis en service des groupes électrogènes pour des hôpitaux, a fourni du carburant et importé et distribué des approvisionnements sanitaires. En plus des 3 600 tonnes de biscuits hyperprotéinés achetés avant la guerre, 22 000 tonnes supplémentaires ont été fournies pendant et immédiatement après la guerre.

L’UNICEF a lancé une campagne de retour à l’école, s’appuyant sur la pression exercée par les familles iraquiennes sur les autorités pour faire rouvrir les écoles. L’UNICEF a fait imprimer 15 millions de fascicules d’examens pour permettre à 4,5 millions d’enfants (90% de ceux qui remplissaient les conditions) de passer les examens de fin d’année. Les bâtiments d’écoles endommagés ont été remis en service et des trousses « Écoles en boîte » livrées dans tout le pays.

Dans le nord de l’Iraq, l’UNICEF a aidé 80% des enfants placés dans des institutions à retourner aux familles qui étaient les leurs avant la guerre. À Bagdad, l’UNICEF a fourni un soutien matériel et des véhicules pour aider à trouver les enfants laissés dans des orphelinats.
ou enlevés pendant la guerre. Le programme de protection de l’enfance mis en place par l’UNICEF après la guerre a été lent à démarrer pour ce qui était de dépasser le stade des besoins fondamentaux des enfants placés dans les institutions.

L’UNICEF a été un des rares organismes à continuer à travailler en Iraq pendant toute la durée de la guerre. Cela a été possible grâce à une préparation et une formation soignées avant l’évacuation du personnel international, et grâce au dévouement et au professionnalisme du personnel national en poste en Iraq, auxquels la Directrice générale de l’UNICEF a rendu hommage.

Les voies d’approvisionnement principales pour les opérations transfrontalières étaient la Turquie, le Koweït et la Jordanie. Celle du Koweït s’est avérée contestable parce qu’elle donnait l’impression que l’on travaillait en collaboration avec les forces de la Coalition, qui envahissaient l’Iraq par le sud. La logistique et les approvisionnements semblent avoir bien fonctionné, grâce au soutien apporté au Bureau régional par la Division des approvisionnements.

**Financement**

L’UNICEF a eu recours au Fonds de programmation pour les secours d’urgence à une échelle sans précédent pour l’état de préparation aux urgences, et pris un risque calculé en empruntant 5 millions de dollars au Fonds central autorenouvelable d’urgence. Une subvention de 2 millions de dollars a été effectuée à partir des Ressources ordinaires de l’UNICEF pour l’état de préparation aux urgences. Lorsque la guerre a éclaté, le financement de l’état de préparation avait atteint plus de 9 millions de dollars sans les fonds des donateurs, et 15 millions avec. Le gros de ce financement a été affecté aux approvisionnements. L’UNICEF a utilisé 5 millions de plus pour prépositionner les approvisionnements dans le nord de l’Iraq, en faisant appel aux fonds du programme « Pétrole contre nourriture » plutôt qu’à ceux du FPSU et du Fonds central autorenouvelable d’urgence. La campagne de fonds pour atteindre l’objectif de 166 millions fixé par l’appel global de mars a tout d’abord été lente, mais s’est bien reprise pour atteindre 60% de ses objectifs financiers à la fin de juin. L’engagement financier de l’UNICEF pour l’état de préparation ou pour la réaction rapide s’est élevé à quelque 80 millions. L’objectif premier de cette aide était d’assurer la protection des enfants et de défendre leurs droits fondamentaux d’accès à l’eau et à l’assainissement, à la santé et la nutrition, et à l’éducation.

**Ressources humaines**

Au niveau sub-régional, l’état de préparation dépendait du redéploiement de la nombreuse équipe en poste en Iraq dans les plus petits bureaux nationaux de l’UNICEF installés dans les pays avoisinants. Si une urgence d’importance majeure mettant en jeu des personnes déplacées et des réfugiés était intervenue à la suite de la guerre, l’UNICEF n’aurait peut-être pas eu les ressources humaines suffisantes pour remplir ses engagements. L’existence d’une équipe nombreuse que l’on pouvait redéployer à partir de l’Iraq et le long temps de préparation dont a joui l’UNICEF ont masqué son peu de capacité d’intervention rapide au niveau régional et mondial. L’UNICEF va devoir renforcer ses systèmes s’il veut être fidèle à ses principaux engagements collectifs en situation d’urgence.

**Médias et communication**

L’UNICEF a réussi à obtenir une couverture médiatique importante, à laquelle la « salle des nouvelles » d’Amman – innovation de cette crise – n’a pas été étrangère. Toutefois les efforts
déployés pour avoir un impact sur les médias arabes ont été considérés comme moins fructueux, et le Bureau régional reconnaît qu’une stratégie améliorée s’impose.

Il y a eu dans le personnel le sentiment général que l’UNICEF aurait pu faire davantage comme porte-parole des droits des femmes et des enfants en Iraq. En même temps, les contraintes qui pesaient sur ce que l’UNICEF pouvait et ne pouvait pas dire dans le cadre d’une stratégie de communication convenue n’ont pas été bien comprises au sein de l’organisation, surtout sur le terrain, mais également au Siège.

**Politique**

Bien que les Principaux engagements collectifs aient pesé sur la conception des plans d’urgence à la fois sous-régionaux et nationaux, la méthode de planification fondée sur les droits de l’homme que pratique l’UNICEF dans sa programmation ne semble pas avoir été appliquée. L’UNICEF reconnaît qu’il a besoin d’articuler plus clairement la manière dont la méthode fondée sur les droits s’applique dans la planification de l’état de préparation aux urgences et des mesures de réaction.

Il faut des consignes plus pointues sur les relations entre civils et militaires, l’expérience de l’Iraq ayant révélé un manque de clarté à certains moments. De façon plus générale, le problème consistant à avoir besoin de la sécurité des forces armées pour conduire des opérations humanitaires a remis en question le principe humanitaire de la neutralité et l’idée d’ « espace humanitaire ». L’UNICEF doit travailler avec les Nations Unies et d’autres partenaires pour explorer comment ces principes peuvent être renforcés.

Tous les aspects opérationnels ont eu une place choisie dans la planification et dans les préparations détaillées effectuées par les bureaux de pays. Des investissements substantiels ont été effectués dans les équipements de télécommunications. Tous les bureaux de la région ont modernisé leur systèmes et se sont pliés aux normes satellites pour les télécommunications. L’UNICEF a réussi à se procurer des licences de télécommunications pour tout le système des Nations Unies opérant en Jordanie et en Syrie, alors que des installations VSAT ont été mises sur pied en Iraq en un temps record.

**Sécurité**

Aucun décès ou blessure sérieuse n’a affecté le personnel de l’UNICEF pendant la période d’étude, mais la sécurité est demeurée une préoccupation constante avant, pendant et après la guerre. Aucune solution n’était offerte en cas d’attaque biologique ou chimique. Les bureaux de l’UNICEF à Bagdad ont été pillés, et des équipements coûteux ont été perdus. Sur la totalité du territoire, la valeur des équipements et approvisionnements de l’UNICEF perdus à la suite de pillages ou d’autres dégâts n’est pas connue, mais s’élève probablement à des millions de dollars. Le personnel national a participé à des discussions sur la sécurité, mais le Siège de l’UNICEF considère maintenant que la planification des mesures de sécurité pour le personnel national en fonction pendant la guerre n’a pas été suffisante.

**Procédures**

Plusieurs lacunes dans les procédures financières et autres compliquent et ralentissent les progrès accomplis par l’UNICEF dans les mesures de réaction en situation d’urgence et dans l’attribution des autorisations et des contrats. Les systèmes de l’UNICEF et ses mécanismes de contrôle ont été conçus pour la programmation du développement dans un état stable, dont
certains aspects ne s’adaptent pas aux situations d’urgence. Bien que cette situation soit bien comprise depuis quelque temps déjà, il n’existe toujours pas de plan d’action pour la résoudre.

**Coordination**


**Résumé des recommandations principales**

1. **Développer la planification de l’état de préparation aux urgences et des mesures de réaction.** Un certain nombre de mesures sont proposées, parmi lesquelles : l’inclusion de partenaires de l’ONU et des ONG dans le processus de planification de l’état de préparation, l’élaboration de processus préparation-réaction régionaux et mondiaux, une formulation plus claire des méthodes de programmation fondées sur les droits de l’homme dans la planification de l’état de préparation aux urgences et des mesures de réaction, une plus grande diffusion des résultats, une accélération du processus par lequel les formules de planification de l’état de préparation aux urgences et des mesures de réaction sont mises à disposition de tous sur l’Intranet de l’UNICEF, et la clarification de la gestion régionale de l’état de préparation aux urgences et des mesures de réaction au niveau régional et sub-régional.

2. **Améliorer les capacités en ressources humaines.** L’UNICEF a besoin de registres mieux élaborés de compétences internes et externes pour les mesures de réaction aux urgences et d’une gestion proactive pour s’assurer que les registres sont remplis et à jour, avec des cibles fixées par le Bureau des programmes d’urgence. Au titre de cet exercice, l’UNICEF devrait accroître le nombre de détachements individuels et d’accords avec les organismes détachant leur personnel. L’UNICEF devra affecter des ressources à la révision des cibles.

3. **Grandes ONG partenaires.** on propose que des spécialistes sectoriels du Siège de l’UNICEF couvrant l’éducation et la nutrition prennent le temps de rechercher des partenaires principaux parmi les ONG et négocient avec elles des protocoles d’accord.

4. **L’approche fondée sur les droits dans les urgences.** L’UNICEF est déjà conscient du besoin d’améliorer la compréhension d’une méthode de programmation fondée sur les droits de l’homme : un processus de consultation est déjà en cours. Les initiatives de l’UNICEF pour
fournir de nouvelles instructions, des consignes et des outils sur l’approche droits dans les urgences ont été cautionnées.

5. **Rationaliser le ProMS.** Un ou plusieurs membres du personnel ayant l’expérience des programmes d’urgence devraient se joindre au groupe de référence sur le ProMS. Ces employés devraient être capables de prêter attention aux détails, de prendre part à des discussions itératives pendant quelques mois, et d’être disponibles pour tester des prototypes. La Division de la gestion financière et administrative est ouverte à ce type d’engagement.

6. **L’élargissement sur l’ONU.** Au sein de la grande famille de l’ONU, on propose de débattre et d’évaluer les secteurs suivants :
   - La coordination : dans cette évaluation, la performance des coordinateurs résidents et du BCAH a été signalée comme étant inégale. Le Secrétariat des Nations Unies est-il en mesure de résoudre des problèmes de coordination existant de longue date ?
   - La neutralité et l’espace humanitaire : l’UNICEF doit continuer à être un participant actif des débats de l’ONU et du Comité permanent interinstitutions, à défendre les principes humanitaires et à trouver des moyens de rétablir leur intégrité.
   - Travailler sous l’occupation : les Nations Unies doivent élaborer des consignes sur le travail au cours d’une occupation armée.

**Résumé des autres recommandations**

1. **Communications régionales.** L’UNICEF a besoin d’une nouvelle stratégie de communication pour s’adresser aux médias des pays arabes en tenant compte de la signification du conflit israélo-palestinien.

2. **Donations en nature.** L’UNICEF devrait explorer la façon d’accroître les fonds collectés en nature pour les urgences en puisant dans l’expérience d’organismes chez lesquels ce type de levée de fonds a déjà été développé.

3. **Sécurité du personnel national.** Le personnel national devrait être plus étroitement associé aux discussions sur la sécurité.

4. **Responsabilité de la sécurité.** L’UNICEF doit renforcer la supervision du Bureau régional et la responsabilité de gestion du Bureau national pour la sécurité.

5. **Coordination de secteur.** Lorsque l’UNICEF entend fournir une coordination de secteur interinstitutions, il ne devrait pas automatiquement penser que le coordinateur peut aussi fournir une capacité de gestion des programmes.

6. **Entreposage.** Les entrepôts sous contrôle douanier devraient être utilisés pour des cargaisons destinées à être expédiées dans un autre pays.

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\(^2\) Voir également la recommandation 65 de l’atelier d’Istanbul.

8. *Enquêtes sur les marchés locaux.* Le concept d'enquête sur les marchés locaux devrait être élargi à d'autres urgences possibles au titre de la prochaine planification de l'état de préparation aux urgences et des mesures de réaction.
RESUMEN EJECUTIVO

La presente evaluación de la preparación e intervención rápida del UNICEF en Iraq se ha realizado a instancias de la Oficina Regional de Iraq, la Oficina Regional para el Oriente Medio y África del Norte y la Oficina de Evaluación y bajo la dirección de un equipo compuesto por un representante de cada una de las oficinas. El objetivo de la evaluación es documentar de manera concisa la experiencia del UNICEF, valorando la pertinencia de su preparación e intervención, y dejar constancia de experiencias susceptibles de fortalecer los sistemas de preparación e intervención de la organización. La evaluación fue realizada por un evaluador externo, en colaboración con un encargado de investigación, entre septiembre de 2003 y enero de 2004.

Propósito

El UNICEF determinó la importancia de valorar su actividad de preparación e intervención rápida en relación con el Iraq, con especial atención a la preparación. La crisis de Iraq se originó en un momento en que el uso del sistema de planificación de la preparación e intervención del UNICEF (en inglés, EPRP) se ampliaba dentro de la organización, por lo que la preparación en esta subregión recibió especial atención. La situación brindó la oportunidad de analizar la pertinencia y eficacia del sistema de EPRP. El propósito de la evaluación es crear un referente fundamental para las ulteriores evaluaciones de las fases subsiguientes de la intervención del UNICEF en Iraq.

Objetivos

Los objetivos de la evaluación, expresados en los Términos de referencia, eran los siguientes:
- Documentar de forma breve pero sistemática la experiencia del UNICEF en la planificación de la preparación e intervención rápida, situándolos en el contexto de su evolución
- Valorar de manera general la pertinencia y eficacia de la actividad de preparación e intervención rápida del UNICEF
- Valorar el grado de adecuación de la preparación e intervención rápida en Iraq al contexto de la situación y, en consecuencia, determinar las experiencias y preocupaciones que pueden aplicarse para fortalecer los sistemas de preparación y respuesta de la organización.

Ámbito

El ámbito de este ejercicio de evaluación se limita a la actividad de planificación de preparación e intervención rápida del UNICEF. En los Términos de referencia se reconoce que la valoración de la pertinencia, eficacia y eficiencia se vería restringida por limitaciones de tiempo y seguridad. La valoración habría de abarcar todas las funciones clave de apoyo a la preparación e intervención del UNICEF en todo el ámbito de la estructura descentralizada del UNICEF, y abordar una variedad de cuestiones relativas a los siguientes epígrafes: Coordinación, Actividades de preparación, Grado real de preparación, Respuesta rápida y Verdadera dimensión de la experiencia de Iraq. La evaluación se desarrolló entre septiembre de 2001, fecha en que dio comienzo la actividad subregional, hasta el 23 de junio de 2003, fecha en que se puso en marcha el segundo Llamamiento interinstitucional para Iraq, en colaboración con Autoridad provisional de la coalición. La evaluación fue concebida como un ejercicio interno,
dado que ya hay prevista una evaluación de alcance interinstitucional que se centrará de modo más amplio en las actuaciones de los organismos de las Naciones Unidas.

Metodología

La evaluación está basada en más de 80 entrevistas, en un análisis exhaustivo de documentación del UNICEF, en un seminario de dos días sobre “experiencia adquirida” celebrado en Estambul y al que asistió personal clave de las correspondientes oficinas regionales y nacionales y de la sede central, y en las sesiones de intercambio de información que tuvieron lugar en Amman y Nueva York. Además de las limitaciones de alcance mencionadas anteriormente, cabe añadir que la metodología se vio restringida por el hecho de que era imposible realizar una visita sobre el terreno en Iraq.

Contexto

La experiencia de preparación del UNICEF para situaciones de emergencia en Iraq fue única, no sólo debido al amplio plazo que permitieron las circunstancias, sino también a la atención dispensada por la organización. La emergencia de Iraq fue muy inhabitual en muchos sentidos: debido a la gran importancia política de Iraq, a que la guerra estaba prevista, aunque sin fechas concretas y con resultados imprevisibles, a que los gobiernos, tanto de la zona como los restantes, eran reacios a que se supiera que se estaban preparándose para abordar las consecuencias humanitarias de un conflicto que las Naciones Unidas intentaba prevenir, y a que el tiempo de preparación fue inusualmente largo, ya que el UNICEF contó con casi 18 meses para los preparativos.

Planificación de la preparación e intervención en situaciones de emergencia

En octubre de 2001, la Oficina Regional para el Oriente Medio y África del Norte puso en marcha un sistema de planificación subregional de preparación e intervención en situaciones de emergencia (EPRP) que incluía a Iraq, Irán, Jordania, Siria, Turquía y la Oficina del UNICEF en la región del Golfo. Se diseñó un plan para situaciones imprevistas que fue perfeccionado durante un año, al tiempo que se actualizaban los planes concretos de cada país para las situaciones imprevistas. De las situaciones previsibles que se contemplaban, un ataque a gran escala o la invasión por parte de otros países a Bagdad y los yacimientos petrolíferos del norte y el sudeste se consideraban las más probables. El ataque comenzó el 20 de marzo de 2003, pero las consecuencias de la guerra fueron muy distintas de las contempladas por el UNICEF y las Naciones Unidas en sus planes para situaciones imprevistas. No hubo desplazamientos masivos ni conflictos étnicos, mientras que, en términos de seguridad, la situación en Iraq tras la guerra era más difícil de lo esperado, restringiendo el alcance y el radio de acción de la ayuda prestada por el UNICEF a la infancia y las mujeres.

La planificación subregional y nacional del UNICEF para situaciones imprevistas resultó eficaz en virtud de diversos factores: el desarrollo del proceso bajo la dirección de la Oficina Regional para el Oriente Medio y África del Norte; la elaboración de listas detalladas de “tareas” para cada una de las oficinas del UNICEF involucradas; el hecho de que desde el comienzo se tuvieron en cuenta todos los aspectos de las operaciones; el compromiso institucional por parte del UNICEF de fortalecer su capacidad de respuesta ante las emergencias, con la ayuda financiera del Departamento de Desarrollo Internacional; la presencia en la subregión de un cuadro de personal con experiencia en situaciones de emergencia; y, muy importante también, la disponibilidad de fondos para la preparación procedentes del Fondo para programas de emergencia (en inglés, EPF) y el Fondo rotatorio central para emergencias (en inglés, CERF).
Las oficinas de cada país habían alcanzado el nivel de preparación permanente previsto antes de dar comienzo la guerra. Los procesos de planificación fueron productivos, aunque también largos y gravosos, sobre todo en combinación con las actividades necesarias de apoyo a la planificación interinstitucional.

El grado de preparación e intervención rápida del UNICEF ha sido considerable. Mediante las intervenciones efectuadas en Iraq desde el comienzo de la guerra, el UNICEF, con el apoyo de actividades transfronterizas procedentes de otros países vecinos, ha prestado ayuda directa a al menos dos millones de niños y niñas iraquíes de diversos sectores.

El UNICEF adoptó medidas antes de comenzar la guerra en Iraq a fin de mitigar sus posibles efectos. El UNICEF colaboró con el gobierno iraquí en la precolocación de toneladas de suministros alimentarios (leche enriquecida y galletas de alto valor proteínico) entre la población. El UNICEF intensificó su apoyo a la campaña nacional para promover la lactancia materna, colaboró en las campañas de las autoridades sanitarias para combatir la poliomielitis, el sarampión y la difteria, el tétanos y la tos ferina en los menores de 5 años, y contrató unidades móviles de mantenimiento para reparar las instalaciones de agua y saneamiento, tanto antes como durante la guerra. La iniciativa del UNICEF de distribuir suministros de preparación entre la población iraquí y en diversos almacenes tanto dentro como fuera de las fronteras de Iraq no sólo permitió cierta flexibilidad para abordar una variedad de posibles consecuencias de la guerra, sino que contribuyó a diversificar el riesgo del UNICEF con relación a las posibles pérdidas. La Oficina del UNICEF en Iraq tuvo la precaución de trasladar los mejores vehículos a países vecinos con el objeto de reducir el riesgo de que se perdieran o resultaran dañados.

Intervención

Al poco de comenzar la guerra, el UNICEF comenzó a trasvasar agua potable a Basora y alrededores desde Kuwait. Poco después llegaba hasta Bagdad. El UNICEF llegó a suministrar 4,5 millones de litros de agua al día, lo suficiente para abastecer a unas 300.000 personas. Simultáneamente, el UNICEF destinó 23 millones de dólares a lo largo de seis meses para la adquisición de repuestos, sustancias químicas y equipos y reparar los principales sistemas de agua y saneamiento. Además, abonó el salario de los empleados de la Dirección de recursos hídricos de Bagdad en solo pago por adelantado a fin de incentivarles para que continuaran trabajando.

El UNICEF colaboró en el restablecimiento de la cadena de refrigeración para las vacunas, reparó los generadores de los hospitales, suministró combustible e importó y distribuyó suministros sanitarios. Además de las 3.600 toneladas de galletas de alto valor proteínico adquiridas antes de que comenzara la guerra, se suministraron aproximadamente 22.000 toneladas más durante e inmediatamente después de la guerra.

El UNICEF puso en marcha una campaña de reescolarización apoyándose en la presión que las familias iraquíes estaban ejerciendo sobre las autoridades para que abrieran de nuevo las escuelas. El UNICEF imprimió 15 millones de cuadernos de examen que permitirían a 4,5 millones de niños y niñas (el 90% de aquellos en edad escolar) realizar sus exámenes finales. Las escuelas dañadas fueron rehabilitadas y por todo el país se distribuyeron lotes de escuelas empaquetadas.

En el norte de Iraq, el UNICEF ayudó a un 80% de los niños y niñas internados en instituciones a reunirse con su familia antes de comenzar la guerra. En Bagdad, el UNICEF prestó ayuda
material y vehículos para ayudar a localizar a los niños y niñas que habían sido abandonados en los orfanatos y secuestrados durante la guerra. El programa de posguerra del UNICEF de Protección de la infancia tardó en despegar, más allá de cubrir las necesidades básicas de los niños y niñas internados en instituciones.

El UNICEF fue uno de los pocos organismos que prosiguió su trabajo en Iraq durante toda la guerra. Esto fue posible merced a una preparación y formación minuciosas antes de evacuar al personal de contratación internacional, así como al compromiso y la profesionalidad de personal contratado en Iraq, que ha recibido el reconocimiento de la Directora Ejecutiva del UNICEF.

Las principales rutas para las operaciones transfronterizas fueron Turquía, Kuwait y Jordania. La ruta de suministro de Kuwait resultó conflictiva porque daba la impresión de ser una vía de colaboración con las fuerzas de la coalición que invadían Iraq desde el sur. Al parecer, los sistemas logísticos y de abastecimiento fueron eficaces, gracias al apoyo prestado por la División de suministros a la Oficina Regional para el Oriente Medio y África del Norte.

**Fuentes de financiación**

En la preparación para las emergencias, el UNICEF hizo un uso sin precedentes de financiación procedente del EPF y asumió un riesgo calculado tomando a préstamo 5 millones de dólares del CERF. La organización asignó 2 millones de dólares procedentes de sus fondos ordinarios a la preparación frente a situaciones de emergencia. Al comenzar la guerra, los fondos destinados a la preparación superaban los 9 millones de dólares, sin contar los fondos de donantes (ascendían a 15 millones contando éstos últimos). La mayor parte de estos fondos se empleó en suministros de preparación. El UNICEF empleó 5 millones de dólares adicionales en la precolocación de suministros en el norte de Iraq. Los fondos provenían no tanto del EFP y el CERF como del Programa Petróleo por Alimentos (PPA). Si bien la recaudación de fondos en respuesta al llamamiento de emergencia de marzo para recaudar 166 millones de dólares en un principio fue lenta, para finales de mayo se había recolectado el 60% de los fondos. Para junio de 2003, el UNICEF había destinado aproximadamente 80 millones de dólares a la preparación e intervención rápida. El principal objetivo de esta ayuda era garantizar la protección de la infancia y asegurar sus derechos fundamentales de acceso a agua, saneamiento, salud y nutrición y educación.

**Recursos humanos**

La preparación de ámbito subregional dependía de la redistribución de la extensa plantilla de personal destacado en Iraq a otras oficinas más pequeñas del UNICEF situadas en los países vecinos. De haberse producido un desplazamiento masivo de personas o una situación de emergencia con refugiados como resultado de la guerra, el UNICEF posiblemente no habría contado con los recursos humanos suficientes para hacer frente a sus compromisos. La presencia en Iraq de un equipo de dimensiones considerables susceptible de redistribución y el largo plazo de preparación para esta emergencia disimularon la falta de capacidad de despliegue regional y mundial del UNICEF. Es preciso que el UNICEF refuerce sus sistemas para poder cumplir con sus compromisos institucionales básicos en situaciones de emergencia.

**Medios de comunicación**

El UNICEF recibió una atención considerable por parte de los medios de comunicación, en gran medida gracias a la oficina de información de Amman, creada para esta crisis. Esto
probablemente contribuyó al aumento de la recaudación de fondos. En cualquier caso, los intentos de influir en los medios de comunicación árabes no tuvieron tanto éxito, y la Oficina Regional reconoce que es necesario mejorar la estrategia.

Había entre el personal un sentimiento generalizado de que el UNICEF podía haber hecho más para defender los derechos de las mujeres y la infancia en Iraq. Al mismo tiempo, las limitaciones relativas a lo que se permitía y no se permitía decir con arreglo a la estrategia de comunicación aprobada por las Naciones Unidas no fueron bien comprendidas en la organización, especialmente entre el personal de campo, aunque esta situación también se dio en las oficinas centrales.

**Política**

Mientras que los compromisos institucionales básicos incidieron de manera decisiva en el diseño de la planificación para situaciones imprevistas tanto de ámbito subregional como nacional, en la programación no parece haberse tenido en cuenta el enfoque del UNICEF basada en los derechos humanos (en inglés, HRBAP). El UNICEF reconoce la necesidad de formular instrucciones más precisas acerca de cómo aplicar la HRBAP a la EPRP y las intervenciones de emergencia.

Es necesaria una orientación más firme acerca de la relación entre militares y civiles, dado que la experiencia de Iraq ha puesto de relieve una falta claridad a este respecto en determinados casos. De manera más amplia, el reto que supone la necesidad de protección frente a las fuerzas militares en la ejecución de operaciones humanitarias ha puesto en cuestión el principio humanitario de neutralidad y el concepto de “espacio humanitario”. El UNICEF ha de colaborar con las Naciones Unidas y otros aliados para estudiar el modo de fortalecer ambos.

Las oficinas del UNICEF tuvieron muy en cuenta todos los aspectos de las operaciones en la planificación y minuciosa preparación. Las inversiones en equipos de telecomunicaciones fueron cuantiosas. Todas las oficinas de la zona mejoraron sus sistemas y los adecuaron a las normas mínimas de seguridad operacional para las telecomunicaciones. El UNICEF obtuvo licencias de telecomunicaciones para todo el sistema de las Naciones Unidas para Jordania y Siria, al tiempo que se instalaron en Iraq terminales de muy pequeña apertura (en inglés, VSAT) en un tiempo récord.

**Seguridad**

Durante el periodo objeto de evaluación no hubo muertes ni heridos de importancia entre el personal del UNICEF; la seguridad había sido motivo de preocupación constante antes, durante y después de la guerra. No se habían previsto soluciones en caso de ataques químicos o biológicos. Las oficinas del UNICEF en Bagdad sufrieron saqueos y se perdieron equipos valiosos. El valor de los suministros y equipos del UNICEF perdidos como consecuencia de los saqueos y por otras causas es desconocido, pero es probable que ascienda a millones de dólares.

**Trámite**

Los trámites de financiación y otros adolecen de diversas deficiencias que complican y frenan la obtención de autorizaciones, la contratación y la intervención del UNICEF en situaciones de emergencia. Los sistemas y mecanismos de control del UNICEF fueron concebidos para la elaboración de su programación en circunstancias estables, por lo que determinados aspectos
de los mismos no se adecuan a las situaciones de emergencia. Aunque se tiene conocimiento de este problema hace tiempo, aún no se ha adoptado ningún plan de acción para abordarlo.

Coordinación

Las fases de preparación y respuesta fueron un éxito gracias al trabajo de coordinación realizado por el UNICEF a escala nacional, regional y en las oficinas centrales. Conforme Iraq cobraba importancia política, el centro de gravedad del proceso de toma de decisiones de las Naciones Unidas se desplazaba de la zona, primero a Ginebra y después a Nueva York. A partir de marzo de 2003 y en adelante, el UNICEF aportó una cantidad considerable de recursos humanos a la Oficina de apoyo al Iraq ubicada de Nueva York.

El UNICEF realizó una aportación considerable a la planificación y coordinación interinstitucional a nivel nacional y regional, así como en Ginebra y en la sede. En Iraq y países limítrofes, el UNICEF asumió la coordinación de al menos un sector por país, por lo general dos o tres. El UNICEF se encargó de la coordinación interinstitucional subregional en cuatro sectores: agua y saneamiento, educación, nutrición y protección de la infancia. Tres de cada cuatro coordinadores eran personal en comisión de servicios procedente de otras organizaciones, arreglo que, en líneas generales, dio buen resultado. En Nueva York, el UNICEF colaboró como miembro activo del Grupo de coordinación para Iraq, llevando a debate cuestiones de índole operacional y centrado las discusiones en las implicaciones humanitarias de las decisiones que se estaban ponderando.

Resumen de las principales recomendaciones

1. Incrementar la planificación en materia de preparación y respuesta frente a situaciones de emergencia. Se proponen una serie de medidas, entre ellas incluir aliados de las Naciones Unidas y aliados no gubernamentales en el proceso de planificación de la preparación; diseñar procesos de EPRP de ámbito regional y mundial; formular con claridad los métodos para orientar la EPRP sobre la base de los derechos humanos; orientar las actuaciones a la obtención de mejores resultados; acelerar los trámites dirigidos a lograr que los formatos de planificación de la EPRP estén disponibles en la Intranet del UNICEF, y aclarar en qué consiste la administración regional de la preparación e intervención en situaciones de emergencia a escala regional y subregional.

2. Mejorar la capacidad en materia de recursos humanos para las situaciones de emergencia. El UNICEF precisa unos registros más elaborados de expertos, de dentro y fuera de la organización, para las intervenciones de emergencia y una administración dinámica que garantice que dichos registros están llenos y actualizados, siendo la Oficina de Programas de Emergencia la que fije los objetivos. Como parte de este ejercicio, el UNICEF debería incrementar el número de empleados en comisión de servicios y los acuerdos con los organismos que ceden empleados. El UNICEF deberá dedicar recursos a la obtención de los nuevos objetivos.

3. Aliados no gubernamentales. Se propone a los especialistas responsables de educación y nutrición de la sede del UNICEF que se tomen tiempo para investigar acerca de posibles aliados no gubernamentales y negocien con ellos memorandos de entendimiento.

4. El HRBAP en situaciones de emergencia. El UNICEF es consciente de la necesidad de mejorar la comprensión del HRBAP en las situaciones de emergencia (ya se ha puesto en
marcha un proceso de consulta). Se han aprobado las iniciativas del UNICEF relativas a la elaboración de nuevas instrucciones, directrices y herramientas.

5. **Simplificar el Sistema de gestión de programas (en inglés, ProMS).** El Grupo de referencia del ProMS debería incluir a uno o más empleados con experiencia en la programación en situaciones de emergencia. Estas personas deberán ser capaces de centrarse en los detalles, y estar dispuestos a participar en debates iterativos que pueden durar varios meses y a experimentar con prototipos. La División de gestión financiera y administrativa está abierta a esta participación.

6. **Para todo el sistema de las Naciones Unidas.** Se proponen los siguientes puntos para debate y evaluación dentro de toda la organización de las Naciones Unidas:
   - **Coordinación.** Con ocasión de la presente evaluación fuimos informados de que la actuación de los Coordinadores residentes y de la Oficina de coordinación de asistencia humanitaria había sido irregular. ¿Es capaz la Secretaría de las Naciones Unidas de abordar problemas de coordinación tan arraigados?
   - **Neutralidad y espacio humanitario.** El UNICEF ha de continuar participando activamente en los debates de las Naciones Unidas y el Comité permanente entre organismos, defendiendo los principios humanitarios y buscando la manera de restituir la integridad de los mismos.
   - **Trabajar en situación de ocupación.** Las Naciones Unidas deberían elaborar unas directrices acerca de cómo trabajar en situaciones de ocupación militar.
   - **Enfoques basados en los derechos humanos.** El UNICEF debería iniciar un debate con otros organismos acerca de la mejor manera de aplicar el HRBAP en las situaciones de emergencia.
   - **Procedimiento de llamamientos unificados (en inglés, CAP).** Debería establecerse un sistema para financiar la planificación y coordinación interinstitucional a partir del Procedimiento de llamamientos unificados.

**Resumen de otras recomendaciones**

1. **Comunicaciones de ámbito regional.** El UNICEF precisa una nueva estrategia de comunicación dirigida a los países árabes, teniendo en cuenta la importancia del conflicto palestino-israelí.

2. **Donaciones en especie.** El UNICEF debería estudiar el modo de aumentar la recaudación de donaciones en especie para situaciones de emergencia, analizando la experiencia de otros organismos que ya lo han logrado.

3. **Seguridad del personal contratado en el país.** El personal contratado en el país debería participar más plenamente en los debates sobre seguridad.

4. **Responsabilidad en materia de seguridad.** El UNICEF debería incrementar la responsabilidad en materia de seguridad de los encargados de la supervisión de las oficinas regionales y los encargados de la administración de las oficinas nacionales.

5. **Coordinación de sectores.** En aquellos casos en que se pretenda coordinar sectores entre organismos, el UNICEF no deberá asumir que el coordinador está capacitado para asumir la programación.
6. **Almacenes.** Para lo envíos de mercancías destinados a otros países deberían emplearse almacenes bajo control aduanero\(^3\).

7. **Sistema de seguimiento.** La evaluación aprueba el plan del UNICEF para la creación de un sistema de seguimiento de mercancías antes de mediados de 2004.

8. **Sondeos locales de mercado.** El concepto de sondeo de mercado debería incorporarse a otras situaciones potenciales de emergencia como parte de futuras EPRP.

\(^3\) Véase también la recomendación número 65 del seminario de Estambul.
1. INTRODUCTION

The evaluation was commissioned by the Iraq Country Office, the Middle East and North Africa Regional Office (MENARO), and the Evaluation Office and managed by a team with one representative from each office. The evaluation was carried out by an external evaluation consultant, assisted by a research consultant, between September 2003 and January 2004.

1.1 Context and Purpose

UNICEF’s emergency preparedness experience for Iraq was unique, not only for the long lead time the context allowed, but also for the scale of attention given by the organisation. UNICEF decided that it was important to assess its preparedness effort and early response for Iraq but with particular attention to preparedness. The Iraq crisis developed at a time when UNICEF’s Emergency Preparedness and Response Planning process was becoming more widely used in the sub-region and this presented an opportunity to examine the relevance and effectiveness of EPRP. The aim of the evaluation was to provide a critical reference for subsequent evaluations of subsequent stages of the UNICEF response in Iraq. The evaluation was framed as an internal exercise because a future planned inter-agency evaluation will look more widely at the performance of United Nations agencies.

1.2 Objectives

As stated in the Terms of Reference (TOR), the overall objectives of the evaluation were:
- To briefly but systematically document UNICEF’s experience in emergency preparedness planning, actual preparedness and early response, situating this in the context as it evolved
- To assess the overall relevance, efficiency, and effectiveness of UNICEF preparedness efforts and early response
- To assess the degree to which preparedness and early response in Iraq was specific to that context and correspondingly what enduring lessons and concerns can be carried forward to strengthen organisational preparedness and response systems.

1.3 Scope

The evaluation exercise was limited in scope to UNICEF performance in preparedness planning and early response. The TOR recognised that, because of time and security constraints, the assessment of relevance, efficiency, and effectiveness would be limited.

The evaluation was required to cover all key support functions of UNICEF preparedness and response, including coordination, emergency preparedness planning, human resource management, supply and logistics, external communications/media relations, funding, financial management, ICT, and security of staff and UNICEF assets. The evaluation has examined preparedness and response across UNICEF’s decentralised structure, including the part played by headquarters (New York, Copenhagen, and Geneva), the MENA Regional Office, the Iraq Country Office, and the neighbouring country offices: Iran, Jordan, Syria, Turkey, plus GAO and Kuwait.

The evaluation covered from September 2001, when the sub-regional effort was initiated, to 23 June 2003, the launching of the second UN Inter-Agency Appeal for Iraq drawn up in collaboration with the Coalition Provisional Authority (CPA).
1.4 Methodology

The evaluation was based on:

1. More than 80 interviews, all except seven of which were internal to UNICEF and drawn from the Amman Regional Office, Iraq, Iran, Jordan, Turkey Country Offices and the GAO, EMOPS Geneva, and New York. As this was primarily an internal evaluation, UNICEF decided that interviews with outside informants would be limited. The few external informants included a Resident Coordinator and representatives of the UN Deputy Secretary General’s office, OCHA, and UNHCR, plus sector coordinator secondees from other organisations.

2. A desk review of a substantial body of documentation provided by UNICEF HQ, MENA Regional Office and relevant Country Offices.

3. A two-day lessons-learned workshop held in Istanbul on 2-3 October 2003 (Istanbul workshop), which was attended by those key staff from the Regional Office and Country Offices in the sub-region, and those from CEE/CIS, Geneva, and New York most closely involved in the Iraq crisis preparedness and response.

4. Presentation and discussion with MENARO and a cross-section of staff in UNICEF HQ in New York and Geneva, as part of an effort to verify the evaluation findings and initial recommendations, which proved very helpful in refining the analysis and correcting factual errors.

5. Regular consultation with the Division of Emergency Programmes (EMOPS) and Programme Division (PD, Field Support and Inter-agency Coordination, FSIAC), as well as other headquarters divisions and COs from the sub-region at key stages. Further clarifications were made via e-mail and telephone discussion.

Because of the security situation in Iraq, which was worsening during the field work stage of the evaluation, it was not feasible for the evaluation consultant to visit Iraq. The Istanbul workshop partially compensated for this because individual interviews with key staff were fitted around the workshop sessions. A key missing informant to the evaluation was the former Iraq Programme Coordinator, who was killed in the bombing of the UN offices in Baghdad on 19 August 2003.

The evaluation aims to balance the views of informants, but because no direct observations have been possible, UNICEF perspectives have not, for the most part, been tested against external opinion. As a result, the evaluation relies largely on the observations and views of internal staff. Where the consultant's own assessment differs from this balance of views, this is made clear in the report. The consultant takes full responsibility for the report’s analysis and recommendations.

An overall assessment of relevance and efficiency is included in the final section. For reasons set out in the TOR, especially the study period ending only three months after the start of UNICEF’s emergency response, the assessment of effectiveness is, at best, tentative.

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4 The Istanbul workshop report ‘UNICEF Preparedness and Early Response in the Iraq Crisis — Results of the Iraq sub-regional lessons learned workshop, Istanbul 2-3 October 2003’ (undated) is available from MENARO. Findings and recommendations from the workshop report are extensively quoted and referenced here. While a part of the evaluation methodology, the workshop is a stand-alone document due to be reviewed by a UNICEF committee in order to draw appropriate action points from the lessons recorded.

5 DPP, PFO, DOC, SD, DHR, DFAM, ITD.
1.5  Approach

In making a general assessment of the relevance, efficiency, and effectiveness, the evaluation seeks to compare UNICEF emergency preparedness for Iraq with its response to the Iraq crisis. The evaluation has taken this as the only test of preparedness — that is, the value of preparedness can only be tested against the quality of response. Because mass population movements within and from Iraq did not take place as envisaged, any such assessment is necessarily limited in its scope.

The evaluation and research consultants attended the two-day sub-regional meeting in Istanbul, October 2003. Although the evaluation report was informed by the workshop, it is quite separate and provides a companion report. The recommendations from the workshop stand alone and require follow-up by UNICEF independently of this evaluation, especially as there is only limited overlap between the recommendations of the two reports.

All informants have acknowledged that the Iraq crisis was extremely unusual, and perhaps never to be repeated. For UNICEF, therefore, the learning from this evaluation relates to those aspects of the crisis that were not unique. To explore the learning potential further, the evaluation considers some emergency outcomes differing from those that actually prevailed.

1.6  The Report

The evaluation report has two parts. The first, this document, briefly summarises UNICEF’s preparedness and response for Iraq, and provides observations and recommendations for the future. The second document, the Annex, provides a detailed record of the actions taken by UNICEF in preparedness and response. The Annex is designed as source material for later UNICEF or inter-agency evaluations.

The main report aims to be manageable enough to appeal to a general UNICEF readership without being superficial. The overall goal has been to provide a balanced analysis and a set of recommendations UNICEF can use to build on its experience in Iraq.

Appendix 1 is the Terms of Reference (TOR) for the evaluation, Appendix 2 is a schedule of interviewees/informants, and Appendix 3 is the list of documents consulted.

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7 The UNICEF Evaluation Office gave a limit of 50 pages for the main report.
2. EMERGENCY PREPAREDNESS/RESPONSE — CONTEXT

2.1 Background

The Gulf War of 1991 and the UN sanctions that followed weakened the infrastructure of Iraq and affected the daily lives of Iraqis. The impact of sanctions on the population led the UN and Iraq to agree to the establishment in 1996 of the humanitarian Oil for Food Programme (OFFP), managed by the UN Office of the Iraq Programme (OIP), with OFFP resources managed by the UN as funds in trust. The OFFP was implemented by the UN in the three Northern governorates of Iraq and by the Iraq government in the south and centre of the country, with the UN acting as observers. Sanctions against Iraq were lifted on the eve of the war (18 March 2003) under Security Council resolution 1472 and the management of OFFP in the south/centre was handed over temporarily to the Secretary General.

UNICEF had been working in Iraq since the 1950s and has had a permanent presence there since 1983. UNICEF regarded the situation in Iraq following the Gulf War as an ongoing emergency based on the deteriorating situation of women and children. UNICEF as part of the UN was involved in implementation of OFFP resources in the three northern governorates. In south/central Iraq, the UNICEF-Iraq country programme provided cash resources and added value to the OFFP, which could only be used for supply contracts administered by the government. Additional resources were raised from humanitarian funders, for example ECHO.

Before the crisis, UNICEF had a substantial team in Iraq. As of January 2003, UNICEF had 38 international personnel (IPs) and 142 national staff in northern Iraq and 20 IPs and 43 national staff in the south/centre. UNICEF had unparalleled base data for emergency planning, drawing on its surveys and assessments (for example mortality and nutrition surveys supported through its country programme). UNICEF’s traditional role in supporting data-gathering on the situation of children and women was accentuated by the increased demand and resources for data collection associated with OFFP. It appears that UNICEF had a comparative advantage from its capacity, experience, and information over most other national or international agencies.

The war in Afghanistan showed that military action against other countries in the region was a possibility. Immediately after 11 September 2001, the UNICEF Regional Director initiated a contingency planning process to ensure that UNICEF would be prepared for future crises in the region. By early 2002, it was becoming clear that Iraq was the country most likely to be affected.

Contingency planning for Iraq therefore took place against the highly unusual backdrop of a likely armed conflict for which UNICEF had more than a year to prepare. The outcomes were highly uncertain and included the potential threat of the use of biological and chemical weapons, and possibly a wider regional destabilisation.

The Iraq crisis was, above all, a political emergency of the highest profile to which UNICEF felt bound to pay close attention. To UNICEF’s credit, it foresaw the potential scale of the political and humanitarian crisis well before the potential war started making headlines, and mobilised for emergency preparedness before other agencies.

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8 Please refer to the Annex for sources for the statistics used in Sections 2 and 3.
9 OFFP continued under SCR 1472 and SCR 1483 until 21 November 2003, at which time the UN handed over the programme to the Coalition Provisional Authority.
2.2 Conditions in Pre-War Iraq

Before 2003, the Iraqi population was already in a vulnerable state because of sanctions and its dependence on OFFP. By 2001, child survival rates had declined such that Iraq was bottom of the league of 201 countries in its progress in child survival\(^\text{10}\). Before the war, Iraq had up to 2.5 million displaced people and refugees, and 18 million people were food insecure. Although indicators for malnourishment had shown some improvement in 2002 as a result of nutrition programmes with which UNICEF was engaged, other indicators of well-being for children were in decline. Half of the schools were deemed unfit for teaching, with 5,000 new buildings needed; one in four school-age children were not attending; teachers’ salaries had fallen to $3-5 per month. Access to safe water was at 41% and falling, with 500,000 tons of raw sewage dumped each day. Seven million people were dependent on water treatment powered by the electricity grid without a back-up generator and 5 million people were dependent on sanitation through powered sewage pumping stations.

2.3 The Effects of War

The war had serious negative consequences for children and women. As coalition forces gained control in Iraq, they failed to provide security for institutions and key infrastructure. As the war proceeded, there was substantial destruction and material depletion of institutions, with spare parts, water treatment chemicals, equipment, and service vehicles looted. Government and UN offices, including UNICEF, were burnt and/or looted. Security problems became the overriding limitation on humanitarian work by all agencies. According to UNICEF reports, children reported difficulties for their families to support them and the number of street and working children increased, as did the number of observations of abuse and exploitation of children. It was reported that one third of U5s in hospitals was malnourished.

A nutrition survey conducted in Baghdad in April showed that acute malnutrition rates had risen significantly from 4% pre-war to 7.7%, the number of reported diarrhoea episodes doubled, and the number of severely malnourished in hospitals increased.

Water distribution and sewerage networks were badly damaged by breakages and bombing. Half of water treatment plants were out of action. Power supply was disrupted to 40% of water and sewerage plants, where staff were increasingly unable to work due to lack of safe conditions. The discharge of raw sewage led to cholera outbreaks. In Baghdad, 21% of the schools were damaged and 67% of public health centres were not working after the war, although the health infrastructure recovered relatively quickly.

Northern Iraq was relatively little affected by the conflict. The initial internal displacement of perhaps 50,000 people quickly fell back to 10,000-20,000, the majority of which did not require material assistance because of Iraq’s social network. Surrounding countries were little affected by the outcome of the conflict in terms of mass displacements.

\(^{10}\) In 2002, U5 mortality in S/C was 136 of 1,000 live births, 2.5 times the level recorded in 1990 – Iraq Donor Update – 14 January 2003. Infant mortality increased from 47 to 108 per 1,000 live births from 1994-1999 – “Iraq surveys show ‘humanitarian emergency’”, 12 August 1999.
3. PREPAREDNESS AND RESPONSE BY COUNTRY

3.1 Iraq

3.1.1 Preparedness and Mitigation Measures

The capacity of individuals and infrastructure to withstand any emergency was enhanced by the pre-delivery of supplies (food, fuel, nutrition and health equipment and supplies, education and WES supplies), and the pre-crisis rehabilitation of critical infrastructure (generators, water and sanitation installations, schools). The pre-war distribution to communities of 155 tonnes of therapeutic milk and 1,575 metric tonnes of HPB by the government with UNICEF support was intended to provide households with an additional two months' supply of food before the war began. This took advantage of the government’s highly developed food distribution network. In preparation for a response to the anticipated numbers of IDPs, standing readiness was set up to provide assistance within 48 hours for 550,000 IDPs\textsuperscript{11} for four weeks, with pre-positioned supplies at community level, in the north of Iraq and in the Baghdad warehouse\textsuperscript{12}.

In addition to the pre-positioning $10 million worth of supplies in the months before the war, UNICEF:

- Intensified its support for the national breast-feeding promotion campaign and its nutritional programme
- Supported the MOH in its polio and measles vaccination campaigns (achieving 98% and 92% coverage) and a DTP campaign benefiting 4.2 million U5s
- Provided local authorities in North Iraq with ORS, therapeutic milk, emergency health kits, blankets, stoves and cooking equipment
- Signed agreements with partners
- Provided training to teachers and medical personnel to sustain services during an emergency
- Revised management and HR systems were instigated and tested to run without IPs. Security of staff was a key consideration.

3.1.2 Evacuation

The last group of IPs left Iraq on 18 March, telecommunications from UNICEF Baghdad were cut from 19 March, and the war began on 20 March. National staff ran the office and UNICEF response during war for all except three days (8 – 10 April) when the office was closed (and looted). In the north of Iraq, all three offices remained functional. The contribution made to UNICEF’s response by the national staff and the OIC under exceptionally difficult circumstances was recognised by the Executive Director\textsuperscript{13}. UNICEF’s early response took place in the context of a total breakdown of the administrative functions in Iraq, with accompanying lack of human and financial resources to maintain the infrastructure and basic services. In addition the anarchic law and order situation made security an ongoing concern.

\textsuperscript{11} 250,000 in the north, and 300,000 in the S/C.
\textsuperscript{12} $800,000 - $1 million worth of supplies were being held in the UNICEF Baghdad warehouse in case of need by IDPs. The warehouse was hit by a Coalition missile. Some supplies had already been removed and the value of the loss is unknown. Further losses of UNICEF purchased supplies and equipment already distributed within Iraq in preparation for the war are unknown.
\textsuperscript{13} The circumstances in Iraq were unusual but not unique as UNICEF relies on the professionalism of its national staff to continue its programmes whenever IPs have to leave.
3.1.3 National Staff

National staff were paid three months' salary in advance of the war. At the same time, UNICEF emptied its bank accounts in Baghdad before the war broke out, in accordance with UN evacuation procedure, leaving UNICEF with no cash for operations. The commitment of national staff to UNICEF's continuing operations was shown by the Operations Officer being able to accumulate more than $100,000 in cash lent by national staff. This was used to fund emergency activities and repaid after the war on the strength of IOU’s issued by the Baghdad office.

3.1.4 Assessments

The main priorities of early response were to carry out rapid assessments for each sector, assess the scope of the looting, then, based on the assessments, bring in the most critical supplies and re-establish the water and sanitation functions.

3.1.5 Water, Environment and Sanitation

UNICEF considered water, environment and sanitation (WES) to be the most important sector. The supply of drinking water, already short before the war, became critical, and the dumping of raw sewage into the Tigris raised fears of a diarrhoea epidemic. A key part of WES preparedness was putting in place mobile teams and pre-paying contractors so that they would be able to keep WES facilities operational after the war began. A regional agreement was drawn up with Oxfam GB as a basis for further country-level agreements to provide services both in Iraq and surrounding countries.

Tankering of fresh water to Baghdad and the S/C of the country began within 10 days of the start of the war. By June the average daily capacity being delivered by tanker to Baghdad was 2 million litres, and in the south, 2.5 million litres. Operations to deal with sewage discharge were begun at hospitals in Baghdad, and garbage collection was supported in three districts of Baghdad.

Fuel and water purification chemicals were supplied to institutions and WTPs. During May UNICEF made a one-off payment to 15,000 Baghdad Water Authority staff as an incentive to continue working, as they had received no salaries for two to three months.

After the war, UNICEF made an initial commitment of $23 million for a six-month period for spares, chemicals, equipment, and repairs to critical water and sewage systems, and to solid waste management, training, and hygiene promotion. In one month, 63 contracts were let for the sewerage sector alone. The progress of the WES response was helped by having both a Country Representative and Head of Basra Sub-Office with a background in water supply.

3.1.6 Health and Nutrition

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14 The response was concentrated in the south/centre.
15 Some of these contractors offered their assistance as soon as UNICEF reopened its office in Baghdad, three days after the Coalition entered Baghdad.
16 By comparison, the UNICEF country programme of cooperation budget in Iraq was ~$8 million per year for 2002-2004 (RR plus OR).
Health was considered the second most important sector. Frequent power cuts meant that hospitals were reliant on their own generators (often malfunctioning, and with fuel shortages). When power cuts caused a breakdown of the cold chain and all vaccines were lost, UNICEF acted to rehabilitate generators, supply fuel, and, following a rehabilitation of the central vaccine warehouse, brought in supplies of vaccines from Damascus. With UNICEF support, the MOH launched a routine vaccination programme in mid-June by which time 80% of medical facilities had resumed services. Increases in diarrhoea (including cholera cases) and malnutrition were reported from health centres and hospitals. UNICEF made inventories of supplies needed in hospitals and health centres; drugs, ORS, and other health supplies were imported and distributed. During her visit to Iraq on 17-18 May, the Executive Director toured hospitals and emphasised breastfeeding as a means of preventing widespread infant diarrhoea.

3.1.7 Education

UNICEF did not have a strong education programme in Iraq before the war. A request to the Ministry of Education to cooperate in a study similar to that done on the impact of sanctions on health status of children was declined, partly because they saw the subject as too sensitive. The programme was missing elements of curriculum development and teacher training (apart from a pilot education project started in Basra in 2001) and in practice was confined to the rehabilitation of a few school buildings. During the preparedness phase, education was given a higher priority outside Iraq than inside.

Ministry of Education warehouses were completely looted and destroyed. Some schools were used for accommodation by soldiers or as ammunition dumps, or had been lived in by the few IDPs who left their homes. Iraqi families put pressure on the authorities for schools to resume. Damaged school buildings were rehabilitated, and School in a Box kits delivered throughout the country. UNICEF advocated for a quick return to school, and, in the north, provided transport to and from school as an incentive. By June all schools in the north had resumed. During her May visit, Carol Bellamy emphasised the importance of schooling17. UNICEF printed 15 million exam booklets to enable approximately 4.5 million children18 to take their end-of-year exams. This was a major achievement and represented an "academic year saved". However, UNICEF also reported later that school attendance rates were below the pre-war average of 75% — itself an unacceptably low rate.

3.1.8 Child Protection

In pre-war Iraq, UNICEF’s child protection programmes differed markedly between the north and south/central Iraq. In general, child abuse is a highly sensitive subject in Iraq (and in the region more widely). In south/centre Iraq, UNICEF had rehabilitated a number of orphanages, but had not been able to work more actively with children and families on protection issues.

Consistent with the Core Corporate Commitments (2000), preparedness focused on separated children19, although the lack of population movement meant that this was not an issue. Leaflets

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17 For UNICEF, the return to school was not just about education. UNICEF has come to see schools as a key point of protection and normalcy for children. "...school is actually one of the most protective places for children to be...children are safe from exploitation. They are safe from the unexploded ordinance, which litters Iraq's towns. They are learning about mine awareness and hygiene practices...they are provided with positive outlets for their energies, their creativity, and their emotions." From a Submission to the Security Council (undated), following CB visit to Iraq on 17-18 May.
18 More than 90% of eligible students.
19 According to the CCCs, the issue of separated children was UNICEF’s main commitment (at least before Martigny II).
and radio messages were used to encourage parents to make sure children knew their names and addresses.

Ten days before the war, UNICEF met with the Minister of Labour and Social Affairs in Baghdad to be told of the location of orphans\(^{20}\) still remaining in orphanages. UNICEF then organized the distribution of supplies to the orphanages that still had children, with the last one served being in Kerabala and reached the day before the arrival of US troops. In the north, 80% of children from institutions were reunited with their families before the war broke out.

Many of the children who were left in institutions when the war began were abducted during the chaos that followed. UNICEF and partners attempted to locate these children and managed to help a few to return. Food and non-food supplies were delivered to orphanages. UNICEF also cooperated with the Iraq Media Network to broadcast spots on mine awareness, as children were being injured and killed by UXOs on a daily basis.

Following the war, UNICEF provided offices, vehicles, and personnel for the Ministry of Labour and Social Welfare to help locate children from institutions who had run away or been abducted during the emergency. Some children were located, but success in persuading them to return to the institutions was limited.

There was some confusion over the question of child soldiers. While the Saddam Hussein regime had a form of military training for young people, the use of child soldiers was not a significant issue. Nonetheless, certain external bodies and some sections of the media pressured UNICEF HQ to say that this was a significant issue, which UNICEF resisted. Some in the Iraq CO said they felt that HQ was presenting the issue of child soldiers as a priority, while sector specialists in New York said this was not the case.

UNICEF was active in preparedness for Child Protection, but was slow to adjust its response to the actual circumstances following the war (the lack of separated children). UNICEF’s own programming for post-war Child Protection in Iraq was delayed and little had been achieved by the end of the study period\(^{21}\). This partly stemmed from differences of opinion between the Iraq CO on one hand and MENARO and the sector coordinator for Child Protection on the other. The coordinator felt that the CO needed additional professional resources, a view the Iraq Representative did not agree with.

In June 2003, UNICEF commissioned a countrywide child protection assessment, dividing the country into zones to be covered by five partner INGOs\(^{22}\).

### 3.1.9 Mine Awareness

UNICEF reached an agreement with ICRC on a geographical division of areas of operation with regard to mine awareness and mine risk education. Inside Iraq, the ICRC was already active in the southern governorates in cooperation with the Iraqi Red Crescent Society (IRCS). ICRC took responsibility therefore for mine awareness in Iraq, Jordan, Kuwait, and Syria, while

\(^{20}\) Many of these children were not in fact orphans but were institutionalised for social reasons; for example because of the remarriage of the mother to a man unwilling to cope with her children.

\(^{21}\) It appears to have picked up momentum with a new strategy and NGO partners engaged.

\(^{22}\) This was completed in November.
UNICEF was to take responsibility for Iran (working with ICRC teams in the south), Turkey, and Saudi Arabia\textsuperscript{23}.

3.1.10 ICT

Telecommunications from UNICEF Baghdad were cut between 19 March and 13 April. While ICT equipment was looted from the Baghdad office, national staff were able to maintain contact with the sub-regional Iraq Office set up in Amman. The IT Officer and Regional Telecoms Officer MENARO were in the 2\textsuperscript{nd} convoy bringing IP staff back to Baghdad on 15 May. Systems in northern Iraq were unaffected by the war.

3.1.11 Security

Security for national staff was an issue. The office remained under Phase 5. In early April, the military forces had no orders to recognise the UN or offer protection, but by the end of the month the coalition forces had agreed to provide security for transportation of UNICEF supplies. Immediately after the entry of Coalition forces into Baghdad, UNICEF vehicles were not being used at all as a matter of security. Assessment visits were made in drivers’ private cars, and field visits were restricted to within Baghdad. All female members of staff were accompanied on field visits by male members of staff. The arrival of the Special Representative of the Secretary General in June opened the way for increased dialogue between the UN, the Iraqis, and the CPA.

3.2 Iran

Iran was seen as the destination of choice for most refugees from Iraq, should there be an exodus. The government took a strong lead in preparedness activities through the Ministry of the Interior (Bureau of Aliens and Foreign Immigrants Affairs [BAFIA]), considering UN agencies as providers of supplies rather than partners. The government eventually settled on 11 refugee campsites, all located in the militarised zone between Iraq and Iran. The UNICEF investment in preparedness was approximately $1 million and the Iranian government’s was ~$10 million.

UNICEF Iran CO signed an agreement with the Iranian Ministry of Foreign Affairs, rather than with the more conservative BAFIA. Reportedly, this gave UNICEF greater flexibility than some agencies to move in the provincial centres near the border with Iraq, saving time and resources, although efforts were made to establish and maintain good working relations with BAFIA.

The Iran CO re-deployed staff members with experience from the Afghan emergency, including a full-time Emergency Coordinator. Standing readiness was established for 100,000 refugees and IDPs with warehouse supplies, including therapeutic feeding, WES, health kits, non-food items, and SIAB kits. UNICEF took the lead role for mine awareness and provided training for over 100 Red Crescent volunteers in preparation for their work at the border and in the refugee camps\textsuperscript{24}. As leader of the Working Group on Health, UNICEF also organised the global plan, and ran an information campaign to allay Iranian fears that Iraqi refugees would bring in measles, anthrax, or smallpox\textsuperscript{25}.

\textsuperscript{23} As set out in a letter from the Delegate-General for the Middle East and North Africa, ICRC to the UNICEF Regional Director, 19 March 2003, Geneva.
\textsuperscript{24} The militarised zone is said to contain some 12 million land mines.
\textsuperscript{25} The last two being associated with biological weapons.
The Iran UNCT set up the Task Force on Iraq (TFI) in July 2002 under UNHCR leadership. OCHA arrived in January 2003 and struggled to find a role, as did UNJLC. Their performance was considered to be weak. Differences arose between UNICEF and UNHCR because of their contradictory mandates. For UNHCR, preparedness was naturally oriented towards people crossing the border into Iran, at which point their rights to protection would be assured under the 1951 Geneva Refugee Convention. UNICEF geared up to support refugees, or IDPs stuck at the border, and to execute cross-border operations to support Iraqis in Iraq.

A sub-office was opened in Kermanshah in November 2002 and a second in Ahwaz in March 2003 to support operations into southern Iraq. The Iran CO reported that a few of the Iraq IP staff redeployed to these offices did not have the necessary skills for an emergency operation, having formerly been OFFP observers in Iraq.

Having seen its role at the start of the preparedness exercise as one of providing support to a government-led response, Iran CO later took a more proactive line on child protection and education activities. This was based on their interpretation of a human rights based approach to planning, leading to the setting up of schools and safe areas for refugee/IDP children.

UNICEF agreed at regional level that UNICEF Iran would take the lead role for WES, somewhat to the surprise of the Country Office, which had no WES capacity. WES skills came from staff from Iraq and from OXFAM. The MOU with OXFAM also covered nutrition, but differences between the two organisations' understanding of food security led to some difficulty, which needs to be resolved for the future.

As there were very few refugees/IDPs following the invasion of Iraq, response activity focused on cross-border convoys. In total, UNICEF sent 17 convoys into Iraq (but not all by June 23). The Country Office considers that it could have done much more, but was not called upon to do so due, in part, to inadequate communication and coordination between UNICEF in Kuwait and Iran.

When the UNICEF supply line from Kuwait came on stream, Iran was asked to suspend activities. UNICEF’s partners were surprised by the change of tack. The CO, having established a response capability, but frustrated because it was not being used, took the initiative by filling 76,000 donated jerry cans with drinking water and shipping them into southern Iraq. Each convoy required multiple authorisations from the Iranian authorities, the first taking "only" five days to be authorised, while the Coalition demanded at least 48 hours warning. Inside Iraq, the UK military did not provide security cover for convoys, but agreed to increase patrols along the route UNICEF was using.

Iran CO’s foresight in having set up custom-bonded warehouses facilitated the re-export of imported goods, as they did not have to be re-cleared. Warehouse storage was provided for

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26 A disagreement arose at the Istanbul workshop (October 2003) over whether staff from Iraq had appropriate emergency experience. The root of this disagreement was that all OFFP programmes were designated as emergencies and so considered themselves to have emergency experience – but this did not necessarily include being able to deal with a fast-moving, chaotic situation.

27 Other UN agencies interpreted child protection in the light of the Convention on the Rights of the Child, with the emphasis on reuniting separated children with their families. Both UN agencies and the government of Iran did not share UNICEF’s emphasis on the need to re-start schooling as soon as possible in an emergency to restore normality to children’s lives.

28 Compared with 16 days for convoys during the Afghan crisis.

29 This was seen positively, as convoy escorts were viewed as negative for UNICEF’s image and perhaps safety.
"Iraqi-owned" goods — mainly medical kits — facilitating their export to Iraq, a lesson for future cross-border operations.

UNICEF was commended by the Iranian government as having been effective in both preparedness and response. Despite limited media coverage, UNICEF enhanced its profile in Iran by lobbying government. In part, influence came from having supplies in the warehouse. As a CO informant put it, “when there is something in the warehouse, people listen”.

3.3 Jordan

The Jordanian government was unwilling to discuss preparedness until a very late stage and then demanded significant financial assistance from UNHCR, eventually constructing a large and sophisticated camp structure near the border with Iraq. This delay in acknowledging the need for emergency preparedness impeded cooperation between the government and the UNCT, and wasted valuable lead time.

UNICEF preparedness activity was designed to meet the emergency needs of 10,000 refugees for two weeks. Health kits, cold chain equipment, water purification, feeding kits, and tents were pre-positioned and six temporary staff were recruited. UNICEF also supported a study of the Ministry of Health capacity to respond to the emergency and prepared to support the establishment of a health clinic within the first 24 hours. As lead agency for Education, UNICEF organised a sector coordination meeting, provided tents, teaching materials, textbooks and education equipment for teachers and children, and provided Ministry of Education staff with training on multi-grade teaching and psychosocial support.

In other sectors, UNICEF identified the gaps in the response capacity of both the government and NGO counterparts. These were addressed in various workshops covering rapid assessment and service delivery, and included the Directorate of Civil Defence, the Ministry of Health, the Jordan Red Crescent Society and private physicians who were trained on trauma in emergencies. As part of operations preparedness, UNICEF rented and equipped a building to serve as sub-office and guesthouse for UNICEF staff in the event of receiving a large number of refugees. In late February, UNICEF was given permission to release information to the press through the Ministry of Information offices. In the end, fewer than 1,000 refugees were registered in Jordan, for which UNICEF provided schooling in the camps. (The above-mentioned building was ultimately used to accommodate Ministry of Education teachers assigned to these schools for refugees.)

The Jordan UNCT had little experience of emergencies but the UNCT Resident Coordinator was seen as effective, with good support from OCHA.

Challenges identified in discussion with the Jordan CO concerning the preparedness process included:

- The Iraq News Desk bypassed the Jordan CO Communications in interacting with Jordanian media
- The Jordan CO felt relatively unsupported by RO/HQ in staffing terms
- UNHCR, ICRC, and UNICEF all had different concepts of “protection”.

30 A short-term media professional was requested by Iran CO, but shortly after arrival was lent to Kuwait and only returned to pack up and leave.
31 Agreement was given by the Government of Jordan to establish two refugee camps in mid-February 2003.
3.4 Syria

In April 2002, the collapse of a dam in Syria allowed UNICEF to demonstrate its response capacity and to emphasise to government and other agencies the benefits of developing an emergency contingency plan. Following this, the government and other partners became more willing to prepare for a possible crisis in Iraq, but only at a technical level. For political reasons, the government was reticent to recognise the impending war and delayed their public acknowledgement of the need for emergency preparedness until 4 March, while cooperating informally with UN preparedness activity before that date.

Activities focused on the rehabilitation of two refugee camps that had been set up after the Gulf War: Al Hol and Al-Haseke. As lead agency for WES, UNICEF built a water supply for 20,000 and sanitation for 5,000 at Al-Hol camp, in partnership with OXFAM. WES supplies were pre-positioned at Al-Hol camp. At Al-Yoroubiya border reception point, water storage equipment and sanitary facilities were installed. A warehouse near Al-Haseke city was used for trans-border supplies. Health and education supplies were pre-positioned and training given on health, nutrition, and education. WFP initially took on the lead role for nutrition in Syria but subsequently handed it back to UNICEF.

A local market survey conducted in advance of the crisis was not used by Copenhagen SD. Much of the effort that went into developing the Syria CO’s logistics capacity was wasted because Syria was not used as a supply route (except for some convoys of health and WES supplies) for reasons the CO is still not clear about.

Before the war, some 30,000 - 35,000 Iraqis crossed into Syria looking for sanctuary. They did not need or request asylum because they were either well off or had relatives with which to stay. In any event, very few refugees arrived at Al-Hol camp, perhaps 500. A larger number of Third Country Nationals was held at the transit centre close to the border, which was open for the duration of the conflict, apart from a few days when it was closed by Syria under pressure from the US to prevent Saddam’s forces from escaping.

Despite the small number of refugees, the Syrian CO provided health supplies to Al-Hol, paid the health workers at the camp and the Al-Yoroubyia reception centre; supported a camp kindergarten and primary school; provided nutritional supplies to UNHCR and SRCS and assessed the psychosocial status of camp occupants using a questionnaire.

Inter-agency coordination does not seem to have worked well in Syria. Tensions arose when refugees could not understand why supplies were sitting in the warehouse and could not be given out. WFP declined to distribute food, as it does not provide assistance for refugee/IDP camps of fewer than 5,000 persons. This took a week to resolve. Relations with UNHCR were not helped by differences over an agreement with NGOs, which was prepared by UNICEF, but which UNHCR declined to sign. All UN agencies involved opened offices in Al-Haseke, with some 60 foreigners arriving in quick succession, causing embarrassment to the Regional Governor. The UN needs to consider how inter-agency coordination could better manage such an influx.

3.5 Turkey

The Turkish Government was wary of permitting a mass influx of refugees as a result of its experience during the Gulf War. Their public strategy was to create a “safe” zone inside Iraqi
territory where assistance would be provided to displaced people. Despite this, 10 refugee camps were prepared by the government for 80,000 people inside Turkey, the locations of which were kept secret from the UN until shortly before the war.

Although the Turkey CO appointed a consultant to cover the coordination role for emergency preparedness, preparedness activities caused some diversion of effort from, and delays to, the regular programme. There was friction in the CO over the appointment of a consultant to act as Emergency Officer (or equivalent), who had limited emergency experience, but who was reported to have learned quickly. The UNHCR preparedness figures for Turkey ultimately proved to be too high but this assisted UNICEF with its fundraising for Turkey.

UNICEF set up sub-offices at Diyarbakir and Silopi. The Diyarbakir office was set up by UNICEF for all UN agencies, including the installation of computer wiring and office equipment. The UN invested a total of $400,000 in telecommunications equipment and furniture for Diyarbakir and Silopi. Despite this, UNICEF Silopi was not able to communicate with UNICEF northern Iraq due to the Turkish government’s restrictions on HF communications. The sub-offices were staffed mainly by redeployed staff from Iraq, although additional administrative and financial assistants were also recruited.

Health kits, ORS, tents, and school in a box kits were pre-positioned. Health coordination and planning were strengthened by the arrival in February of a health consultant. Training was given on psychosocial support, and the preparedness benefited from visits by Advisors in Education and Mine Awareness.

A large number of IDPs close to the border with northern Iraq would have presented a challenge for UNICEF, as the government was adamant that the UN would not have been allowed to cross the border to assist IDPs (or “asylum seekers” as they were termed) in northern Iraq. In any event, no refugees or IDPs arrived at the border.

Of the humanitarian corridors supporting Iraq, Turkey transported the largest amount, with 400,000 tonnes shipped to northern Iraq in three months, out of 1 million tonnes shipped regionally.

The inter-agency preparedness process was far from straightforward, according to a UNCT review. The lack of an MOU for interacting with government during the crisis left the UNCT having to resolve issues on an ad hoc basis. It was not clear who the real government decision-maker was: the Turkish Red Crescent, the Ministry of the Interior, or the Military. The local authorities in the field were confused by the multiplicity of UN actors, while late and limited access to information from within Iraq meant weakened contingency planning.

3.6 Kuwait

Kuwait became the key supply route for South/Central Iraq during and after the war. The withholding of permission by the Turkish Parliament for US troops to invade Iraq through Turkey meant that Coalition forces invaded from Kuwait, with humanitarian actors following. UNICEF does not have full representation in Kuwait and did not have an office until February 2003 when the Regional Emergency Officer and the Iraq Supply and Logistics Officer went to Kuwait to establish the sub-office and rent a warehouse. This held $4 million worth of supplies at one stage.

UNICEF was obliged to work alongside the Humanitarian Operations Centre (HOC was under the nascent CPA) but did not share offices with the HOC. In April, the Iraq Deputy Representative took over part of the sectoral coordination from the HOC because he was seen to have the Iraq knowledge and expertise. The Iraq Representative refused to share UNICEF’s database on Iraq’s children and women with the HOC.

UNICEF started a major water tankering operation into southern Iraq from Kuwait shortly after the start of the war. By the end of June, water was being tankered to 150,000 people south of Basra on a daily basis.
4. EPRP PROCESS

4.1 Background

From October 2001, MENARO initiated an Emergency Preparedness and Response Planning (EPRP) process for the sub-region, including Iraq, Iran, Jordan, and Syria, as well as the Gulf Area Office and, at a later stage, Turkey. A series of sub-regional meetings were held between October 2001 and September 2002, at approximately two-month intervals. The planning process resulted in the development of a sub-regional contingency plan, which went through a number of iterations between December 2001 and October 2002. The sub-regional plan informed the further development of Contingency Plans for individual countries.

The standard UNICEF guidance on EPRP is provided in “Protecting and Assisting Children and Women in Extraordinary Circumstances, UNICEF EPRP for year 2003, UNICEF EMOPS, February 2002”. The sub-regional and the individual country contingency plans used this framework as their starting point.

The sub-regional planning process built on contingency planning exercises already conducted by individual COs during 2000 and 2001. As a result, COs came to the first sub-regional EPRP meeting with existing contingency plans. The planning process had a head start because the concept of contingency planning was already at least partially understood by the COs concerned.

4.2 Scenarios

The five scenarios for Iraq considered within the plan were:

1. “A confrontation between Iraq and the UN Security Council or a group of countries could result in a general blockade of the country and suspension of OFFP.
2. A move by Iraqi authorities to reinstate their full authority over Northern Iraq could result in large-scale displacement, both internally and cross-border to Iran, Syria and Turkey.
3. An attack or invasion by foreign troops would most likely target Baghdad and oil fields in the North and Southeast in order to control the flow of money to the regime.
4. Foreign countries could try to foment civil disruption by supporting and arming internal opposition groups.
5. An invasion into Northern Iraq by Turkey to prevent the establishment of an independent Kurdish state.”

33 Turkey lies within UNICEF’s CEE/CIS region so sub-regional planning required the involvement of the Geneva-based Regional Office.
35 Preparedness planning versus contingency planning: In UNICEF emergency preparedness planning includes the examination of a number of potential emergency scenarios while contingency planning focuses on preparing UNICEF to respond to one particular scenario.
36 Pre-Iraq, preparedness planning in the region tended to use natural disasters as a basis for contingency planning because of political sensitivities over considering conflict scenarios.
37 According to UNICEF’s Geneva based Senior Emergency Officer, one of the key shifts in thinking comes when staff grasp the difference between capacity and preparedness “wrongly assuming that if they had good capacity they were prepared”, from Through the Prism of Preparedness and Response: Summary Comments, E Ressler, EPRP and Inputs for Martigny II.
Scenario 3 was considered the most likely, with anticipated outcomes as follows:

<table>
<thead>
<tr>
<th>Situation</th>
<th>Potential Humanitarian Consequences</th>
<th>Potential Scale</th>
<th>UNICEF Planning Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Iraq – North</td>
<td>Will receive limited IDPs from South</td>
<td>50,000</td>
<td>Humanitarian assistance would be required. All IPs might be evacuated if scenario 2 to follow</td>
</tr>
<tr>
<td>Iraq – Central/South</td>
<td>Large-scale displacement to Iran (most) or Jordan (few)</td>
<td>100,000s to millions</td>
<td>While any emergency response will be an inter-agency response, UNICEF will play a particularly important role. All IPs would be evacuated</td>
</tr>
<tr>
<td>Iran</td>
<td>Influx of large numbers of displaced</td>
<td>Max. 200,000</td>
<td>Humanitarian assistance would be required</td>
</tr>
<tr>
<td>Jordan, Syria, Turkey</td>
<td>Influx of small numbers of displaced</td>
<td>Max. 50,000 – Jordan Max. 5,000 – Syria Max. 12,000 – Turkey</td>
<td>Humanitarian assistance would be required. In Syria no camps will be established</td>
</tr>
</tbody>
</table>

4.3 Standing Readiness

Each UN agency decided on its levels of standing readiness in response to the agreed UN planning figures. The UNICEF sub-regional preparedness plan sets out the UNICEF level of standing readiness as follows:

<table>
<thead>
<tr>
<th>Programme</th>
<th>Estimated Number Of Affected People</th>
<th>UN Planning Figure</th>
<th>Minimum Level of Readiness – UNICEF</th>
</tr>
</thead>
<tbody>
<tr>
<td>Iraq</td>
<td>Up to 9 million</td>
<td>Up to 8.2 million</td>
<td>550,000</td>
</tr>
<tr>
<td>Iran</td>
<td>Up to 900,000</td>
<td>150,000</td>
<td>100,000</td>
</tr>
<tr>
<td>Jordan</td>
<td>Up to 50,000</td>
<td>20,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Kuwait</td>
<td>Up to 200,000</td>
<td>50,000</td>
<td>20,000</td>
</tr>
<tr>
<td>Syria</td>
<td>Up to 60,000</td>
<td>20,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Turkey</td>
<td>Up to 250,000</td>
<td>80,000</td>
<td>20,000</td>
</tr>
</tbody>
</table>

UNICEF planned for, and achieved, the following levels of standing readiness:

<table>
<thead>
<tr>
<th>Country</th>
<th>Number</th>
<th>Rapid Assessment, Days</th>
<th>Response Time, Days</th>
<th>Assistance Period, Weeks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Iraq</td>
<td>550,000*</td>
<td>3</td>
<td>6</td>
<td>6 (s/c), 12 (n)</td>
</tr>
<tr>
<td>Iran</td>
<td>100,000</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Jordan</td>
<td>10,000</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Syria</td>
<td>10,000</td>
<td>2</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Turkey</td>
<td>50,000</td>
<td>2</td>
<td>6</td>
<td>6</td>
</tr>
</tbody>
</table>

*300,000 in south/central Iraq and 250,000 in northern Iraq.
A proportion of the standing readiness for Iraq was comprised of human resource capacity and supplies located near the borders in surrounding countries. Figures for the surrounding countries are for assistance to be given to refugees and so called “stuck” IDPs, those trying to leave Iraq but denied access to a neighbouring country.

A key assumption in sub-regional and country contingency planning was that “…neighbouring governments would allow people to enter their territory, although initially reluctantly and within a limited zone along the border (zero zone / no man’s land).” This was an unknown in the planning process. All the governments concerned, apart from Syria, initially said that their borders would remain closed in the event of a crisis.

In order to support cross-border operations from neighbouring countries and refugee operations, sub-offices were opened at Kermanshah and Ahwaz (Iran), Basra (Iraq), Kuwait, Al-Haseke (Syria), Diyarbakir and Silopi (Turkey). MIG House was opened in Jordan to accommodate a temporary sub-regional office for Iraq.

4.4 UNICEF Approach to Planning

The planning figures in Table 3 were not derived directly from UNICEF or inter-agency scenario planning. Rather than taking the reductionist route of opting for a particular scenario, UNICEF chose to establish a “minimum standing readiness” approach.

According to MENARO, many governments wanted the UN to prepare for very large numbers if IDPs/refugees, in order to not be caught unprepared. However, UNICEF took the approach of preparing for a very initial response phase, with further action to be taken as the situation unfolded. UNICEF assumed that the response could be enlarged in the event of a major crisis, as donors released more funds in response to an appeal.

Preparedness had to be based on the realities of the capacity to respond in each country and on the availability of funds. UNICEF built up the scale of its preparedness progressively as funds became available from CO internal funds, the two EPF allocations, CERF, and lastly RR. (See also 6.1-6.3.) If more preparedness funding had been available, UNICEF may well have increased its planning figures for minimum standing readiness.

4.5 Contingency Planning In Iraq

The Iraq contingency plan of September 2002 summarises the planned plan of action for preparedness.

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40 According to EMOPS Geneva, the approach adopted was to: consider potentialities (scenarios); consider the range of scale of potential humanitarian needs from least to worst case, recognising that various scenarios might unfold; choose a planning level for first response based on a consideration of needs, common sense, and feasibility.
## Table 4 – Plan of Action for Preparedness in Iraq

<table>
<thead>
<tr>
<th>Programme Response</th>
<th>UNICEF Humanitarian Response to Chronic Crisis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>National polio and measles campaign; strengthening of cold chain and training of EPR workers; rehabilitation of PHC centres; training of health workers on reproductive health, CDD/ARI</td>
</tr>
<tr>
<td>WES</td>
<td>Rehabilitation of WTPs and compact units; repair and rehabilitation of sewerage pumping stations; development of WES Management Information System</td>
</tr>
<tr>
<td>Nutrition</td>
<td>Training of volunteers and support to growth monitoring; support to TNP</td>
</tr>
<tr>
<td>Education</td>
<td>Rehabilitation of primary schools; introduction of qualitative reforms to education; teacher training; development of Education Management Information System</td>
</tr>
<tr>
<td>Child Protection</td>
<td>Development of systems for the de-institutionalisation of children; reform of the juvenile justice system</td>
</tr>
</tbody>
</table>

### 4.6 EPRP Strengths

The sub-regional and country contingency planning for Iraq is widely considered within UNICEF to have been highly successful. This success was based on a number of factors, all of which are relevant for the future of UNICEF emergency preparedness planning for major crises:

- Leadership and coordination by the Regional Director and the RO in the sub-regional planning process
- The designation of emergency focal points by each CO
- The early inclusion of all operational aspects in the contingency planning
- The preparation of detailed “To Do” action lists for each CO agreed in the sub-regional contingency planning meetings
- The preparation and revision of plans to relocate staff from within Iraq to strengthen the capacity of small UNICEF COs in surrounding countries, and to open additional sub-offices to manage the pre-positioning of emergency supplies
- The availability of EPF and CERF funding for preparedness
- The regional management of preparedness funds allowing allocations to be made to countries less popular with donor governments that would not otherwise have received funding for preparedness, e.g. Syria
- The commitment of different parts of the organisation to work together to make the process work, with HQ being supportive of the regional and in-country efforts
- The corporate commitment of the organisation to strengthening its emergency response capability, emanating from the Martigny process and the CCCs
- The funding by DFID of emergency-related meetings, training, and posts in the RO and New York/Geneva HQ.

Other strengths identified by the Istanbul workshop included:

- UNICEF’s active engagement in inter-agency preparedness planning (See section 12) and preparation of
- Preparation of k. Key partnerships with NGOs were prepared
- A comprehensive EPRP methodology leading to comprehensive CO plans, identification of critical issues and a strategic vision and plan
- The use of CCCs as a basis for planning and programming

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• Regular interaction among a core group of staff from countries in the sub-region in sub-regional meetings and good information sharing. The preparedness planning process was participatory, involving all staff at CO level
• Decentralization of preparedness planning left decisions with the RO and the COs
• Quick action on the preparedness planning by COs and ROs, with a rapid upgrade of operational capacity
• The active participation of EMOPS/Geneva and Supply Division in the preparedness planning process
• The numbers and emergency experience of Iraq CO staff were critical
• Overall good logistics, pre-positioning of supplies, and pre-stocking of ICT equipment in MENARO and Copenhagen; the Supply Division’s quick response and flexibility in receiving requisitions immediately; good prior knowledge of logistics considerations inside and outside Iraq proving a significant strength.

The 18-month lead time gave UNICEF the space to develop and refine preparedness plans and to take a series of preparedness actions. This lead time is unlikely to be repeated in other major emergencies, though complex humanitarian emergencies tend to grow out of emerging political crises rather than erupting overnight.

The bulk of the supplies procured to achieve the agreed levels of standing readiness were either used to meet emergency needs in Iraq or, in the case of northern Iraq, were reabsorbed back into a more "normal" OFFP programming.

4.7 EPRP Weaknesses

Many interviewees felt that there had been "over-planning", with a drawn-out process complicated by the regular reworking of scenarios, planning figures, and action plans. Some negative impact on regular country programmes in surrounding countries and other emergencies arose from the focus on Iraq. Much of the workload caused by the planning process was due to inter-agency processes.

As a generalisation, the sub-regional and country level contingency plans are comprehensive and well thought-through. By contrast, outcomes tended to be poorly defined in terms of the expected end result, or how these were to be measured. This generalisation ties in with an observation in the Martigny II paper: “There is a lack of results-based management indicators for humanitarian response and monitoring at global and regional levels.”

Other weakness identified in the Istanbul workshop included:
• The failure to predict the post-war situation, in particular the level and nature of the looting, which appeared to specifically target government institutions and UN facilities
• The risk/threat analysis process placed too strong a focus on refugees
• The focus on the war and its immediate aftermath meant that the UN and UNICEF were relatively unprepared for the medium-term planning

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43 The provision of contingency supplies for Northern Iraq represented a ‘bulge’ in OFFP procurement. On the whole, the same items were purchased – just more of them – in the knowledge that they could be reabsorbed back into the OFFP. Additional items such as tents were purchased that would not normally have been procured for OFFP.
44 According to the Istanbul workshop report, “the UN spent much time creating what-if scenarios, entering into ‘fantasy’”.
45 Martigny II: UNICEF’s Response to Women and Children in Crisis Situations (Draft), EMOPS, 8 August 2003 (p21).
UNICEF planning processes were constrained by a lack of clarity of roles and communication within UNICEF headquarters (NY, GNV)
CO capacity in countries surrounding Iraq was weak as offices were small
The speed of preparedness planning by COs was uneven
Relations with government posed a problem in a number of countries compounded by an atmosphere of secrecy and sensitivity around preparedness planning
Lack of flexibility over rules in establishing sub-offices was a constraint
Inter-agency planning meetings had up to 40 participants but only UNICEF and WFP eventually mounted an early emergency response. Inter-agency planning within Iraq was weak, with the UNCT engaging very late
Inter-agency sectoral work on health and nutrition lagged behind other sectors
Planning was weak in terms of fully working out structures for implementation across agencies.

4.8 EPRP Constraints

The very high political profile of the impending crisis meant that UNICEF could not afford to fail in its preparations. The active involvement of the Executive Director in the build-up to the Iraq crisis shows the importance Iraq had assumed.

Emergency preparedness was treated as a “hush-hush” exercise until December 2002 — more than a year after UNICEF started its planning for Iraq. The UN Secretariat was nervous of UN agencies discussing their plans openly. Governments in the region and many of UNICEF’s main donors were in denial, unwilling to take any action that appeared to accept that war would not be avoided. As a result, donors were unwilling to fund preparedness until a late stage. The UN Secretariat did not want a possible war to be openly discussed, or for any visible preparations to be made, at least until late 2002. Senior management in UNICEF and the UN Secretariat recognised the importance of preparedness. However, member states’ concerns meant that UN agencies were not successful in influencing the Secretariat to make a public appeal for preparedness funding.

4.9 Scenarios versus Preparedness Action

Many of the actions required to prepare UNICEF for the crisis were independent of the numbers of people to be assisted inside and outside Iraq. Many of the preparedness actions for HR, finance, telecoms, and security would have been required for any serious emergency. For this reason, one of the least productive aspects of inter-agency contingency planning was the recurrent debates over numbers of people to be assisted. By contrast, agreeing on the levels of standing readiness for the first few weeks of an emergency response was important because they dictated the amounts and costs of the supplies and equipment required.

4.10 Predicted Versus Actual Outcomes

The scenario selected as the most likely, and adopted by the UN as the basis for detailed planning, proved to be very wide of the mark when compared with real events. UNICEF contingency planning was based on jointly agreed assumptions amongst UN agencies at a regional and country level, and later, as agreed between the HQs of the respective agencies.

Assumptions about events post-conflict proved highly inaccurate. The threat to countries neighbouring Iraq did not materialise, there was limited internal displacement within Iraq, only a
very small number of refugees sought asylum in neighbouring countries, and there was no ethnic conflict inside Iraq. The extensive and protracted looting and destruction of government, UN, and other facilities was not foreseen.

Within the sub-region, the mass displacement of Iraqis was always seen as unlikely and Iraqis themselves considered it unlikely that there would be large numbers of refugees. How then did UN planning figures for displacement come to be as high as they were? As the centre of gravity for planning moved from the region to Geneva and from there to New York, planning figures were set progressively higher. While New York was the best place from which to understand political developments and the likelihood and nature of the coming war, sources within the region were best placed to understand the impacts of war.

The consultant leans towards the view that the further decision-making moved from the sub-region, the less accurate the scenario planning became. UNICEF managers seem more sanguine, however, tending to pass over the mismatch between predicted and real outcomes by saying that “it was better to over-prepare than under-prepare”.

UNICEF and inter-agency child protection programming was wrong-footed by the outcome of war. A great deal of work went into inter-agency preparations for dealing with separated children, but there were none. The strength of the social networks within Iraq meant that it was unlikely that there would be large numbers of separated children.

4.11 Enhancing the UNICEF EPRP Processes — Discussion

It may be useful for UNICEF to delineate types of preparedness more clearly, for example:

Table 5 – Types of Emergency Preparedness

<table>
<thead>
<tr>
<th>Type</th>
<th>Meaning</th>
<th>Resource Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early warning</td>
<td>Ongoing analysis of social, political, natural, and economic threats</td>
<td>Low</td>
</tr>
<tr>
<td>Scenario planning</td>
<td>Mapping the possible outcomes of those threats considered to have reached a level representing a real risk to the rights and well-being of children and women</td>
<td>Low</td>
</tr>
<tr>
<td>Contingency planning</td>
<td>Detailed planning for a UNICEF response to a single (normally the most likely) scenario</td>
<td>Low</td>
</tr>
<tr>
<td>Preparedness actions</td>
<td>Putting in place the people, systems, and supplies (where appropriate) for UNICEF to mount an emergency response to the contingency identified</td>
<td>Moderate/High</td>
</tr>
<tr>
<td>Mitigation actions</td>
<td>UNICEF actions to reduce the impact on children and women</td>
<td>Moderate/High</td>
</tr>
</tbody>
</table>

The last two steps are only possible with funding, which restricts how far UNICEF can go with its EPRP process. It was said that before the sub-regional planning process began, backed by EPF funds, CO contingency plans remained at a theoretical level because of a lack of funds to take action.
Under the current EPRP process, UNICEF does not distinguish between *mitigation* and *preparedness*. It is one thing to establish a response capability and pre-position supplies in advance of an emergency, and another to take advance measures to mitigate the effects of an emergency. In practice, the Iraq CO did take action to mitigate the effects of war through, for example, pre-war vaccination campaigns and the maintenance of generators for pumping water and sewerage. The EPRP guidance could usefully be updated to make disaster mitigation more distinct.

More than once during the evaluation was the need for more NGO partnerships to fill gaps in service provision brought up. Relatively few NGOs were operating in Iraq before the war because of the difficulty of the operating environment. There is also a need for closer partnerships with one or two NGOs per sector (perhaps using different NGOs for different regions). There is already a close-knit working group on separated children, while a global partnership is under consideration with OXFAM GB to cover water and sanitation. Education and nutrition do not yet have such key partners.

UNICEF could further enhance its EPRP process by:

- Including UN and NGO partners in its EPRP processes, as, in effect, they form an important component of UNICEF’s response capability
- Speeding up the process of making the EPRP guidelines available on the UNICEF Intranet, with online formats and guidance materials available for completing the planning documents
- Distinguishing between mitigation and emergency preparedness
- Building up regional and global response capacities (discussed further under Human Resources below)
- Providing additional guidance on the outworking of HRBAP and gender considerations in preparedness planning (discussed further under Policy Issues below)
- Providing guidance on how to strengthen results-oriented planning and monitoring and evaluation of the preparedness plans.

4.12 Global EPRP

As noted above, UNICEF’s preparedness and response in Iraq provides a good example of emergency preparedness planning and response, in which CO, RO, and HQ all made valuable inputs. However, the evaluation has identified shortcomings in the organisation’s systems for readiness and response in emergencies, including in some aspects of human resource planning, regional management of emergency response, and administrative procedures, as discussed below in Sections 5-11. UNICEF appears to be making some progress in its emergency response capacity in almost all areas, but is currently lacking the strategic “glue” to bring these enhancements together.

UNICEF has clearly made progress in recent years in the development and application of its EPRP methodology at country level, at in the Iraq case, at sub-regional and even cross-regional levels. In the consultant’s view, there is now potential to apply the same logic at a corporate level and further equip the organisation to draw on its human and financial resources in a coordinated fashion to meet a major humanitarian crisis.

This would require more than synthesising existing departmental plans, it would require setting corporate standards for the speed and scale of response, then determining how each part of the organisation contributes to the whole. This can be informed by the 100+ country contingency
plans, building on analyses already undertaken by EMOPS Geneva plans, which should reveal regional patterns for the type and concentration of possible emergencies.

### 4.13 EPrP – Summary Findings

- EPRP was applied successfully and well led and coordinated by MENARO, building on the contingency planning already carried out by COs in the sub-region before the Iraq crisis arose
- Planned preparedness levels were achieved, in part due to the capacity of Iraq CO staff redeployed around the sub-region
- Many of the operation’s preparedness actions were scenario-independent, i.e. they would have been required whichever scenario had played out
- Planning was constrained by the political nature of the preparedness process and especially by donors being willing to fund the process only at a relatively late stage
- Inter-agency planning processes were heavy and complicated by the inclusion of actors that were in a position to make a practical emergency response
- The EPRP process can be enhanced by adding clearer definitions and planning formats and better explaining the application of human-rights based approaches in emergencies
- UNICEF could usefully apply its EPRP process at a global level to develop a strategy for ensuring it will be able to meet its Core Corporate Commitments
5. HUMAN RESOURCES

5.1 Recruitment and Deployment

MENARO and the COs in the sub-region took the initiative in HR planning with the support of a focal point within DHR at HQ for the coordination of recruitment and the further development of surge capacity. All Country Offices recruited one or more temporary staff to assist with emergency preparedness. COs used their own local recruitment mechanisms to find additional staff, while the Regional Office facilitated recruitment from within and outside the sub-region. The Istanbul workshop noted the “continuous dialogue and involvement of COs in the Iraq HR redeployment plan to match neighbouring and internal Iraq CO staffing needs.”

The sub-regional planning process was coordinated by MENARO, in particular by officers holding the two international and one local emergency-related post funded by DFID. In the sub-regional planning process, the staff resources within the sub-region were considered, staff deployments were planned, and these plans were kept up to date.

Staff deployments took place at three levels:
- Staff redeployed from within Iraq to surrounding countries
- Inter-agency sector coordination through seconded personnel in WES, nutrition, and education (child protection coordination was provided via a UNICEF staff member seconded from Sudan) and
- UNICEF staff brought in from outside the sub-region, e.g. for supply and logistics (Copenhagen), and communications (from Egypt).

At HQ, DHR took initiatives to provide additional HR resources for Iraq, primarily for senior leadership positions for WES, health and nutrition, planning, and education. According to DHR, rather than recruiting large number of TFTs, which did not work well for Afghanistan, the focus was on recruiting for lead positions through staff “mission assignments” with later formal longer-term recruitments to these posts. Iraq was declared a corporate priority and the Executive Director was continuously briefed and consulted on the deployment for the senior positions, with the Iraq Representative fully involved in recruitment decisions. An Information Circular signed by the Deputy Executive Director was issued to all Country and Regional Offices requesting offices to release selected staff members for mission assignments to Iraq, while offering the offices the option of “back filling” these vacated positions. Additionally, stand-by arrangements with the United Nations Volunteers programme were activated through DHR. However, these arrangements were not put to the test.

5.2 Training

Several training courses were provided sub-regionally and within countries for UNICEF staff, partners and government counterparts. Training included Psychosocial programming.

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47 The Regional Emergency Officer post is due to be absorbed into the regular RO budget in 2004.
48 Sudan is within the MENA region.
49 A schedule of these training exercises is included in the Annex. The effectiveness of training provided in the lead-up to the Iraq crisis has not been assessed by this evaluation nor has any other assessment been made by UNICEF, so there is currently no indication of how useful this type of training may be for future emergency preparedness exercises.

MENARO had two training-of-trainers courses on human rights and humanitarian principles during 2001. It is not clear whether those trained have themselves trained others, but there are no other records of such training at country level, apart from training provided by Geneva CEE/CIS RO in Turkey as part of a one-week workshop related to Iraq. In the light of ongoing discussion about the application of human rights based programming to emergencies, this lack of training may be significant. The Istanbul workshop noted: “there was no push to raise staff awareness on humanitarian principles, the code of conduct on prevention of sexual abuse and exploitation”. (See also section 14.1 Humanitarian Principles.)

5.3 Seconding Agencies

UNICEF has good relations with seconding organisations, the Norwegian Refugee Council, Danish Refugee Council, Swiss Rescue Services Agency, RedR, etc. but, according to UNICEF Geneva, the system for these partnerships lacks leadership and coordination.

5.4 National Staff Evacuation

UNICEF facilitated self- or voluntary evacuation from Iraq for national staff under discretionary provisions for exceptional cases as outlined in the Field Security Manual. Relocation inside the country was also offered. Only a few staff took up these offers. Some staff relocated to Amman where they were required to work voluntarily. Others were employed in, for example, the Syria Country Office. Self-evacuated staff can present the receiving office with something of a dilemma, as they may not have a role for them and may not be able to afford the additional allowances these staff may claim.

Some IPs were concerned that it was unethical to evacuate international personnel but not Iraqi national staff. Such concerns are not unique to the Iraq context or to UNICEF, as the same challenge was faced by all operational UN agencies50.

5.5 Psychological Support

Not surprisingly, many of the staff involved with this crisis experienced stress, particularly those evacuated from and who later returned to Iraq. Some interviewees felt that staff did not receive adequate psychological support, yet UNICEF HQ made several offers of support, most of which were not taken up.

All staff evacuated from Baghdad were offered a counselling session, but no feedback is available on whether these were useful51. It is not clear if this counselling session was

50 The UNICEF Field Security Manual seeks to address this point: “Those provisions of the United Nations Field Security Handbook which relate to relocation/evacuation from the host country for security reasons apply only in the most exceptional cases to local staff… decisions in this regard can only be made by the Secretary-General, as recommended by the UNSECOORD, based on a recommendation by the Designated Official.” (chapter 3, section 4).

51 Counselling sessions are organised via a UN network of counsellors from UN agencies based in the country concerned.
mandatory. According to the Istanbul workshop, insufficient attention was paid to psychological needs. “A perception existed of insufficient/no support network for national staff in Iraq or evacuated/redeployed internationals”. It would still be useful for UNICEF to assess the availability and value of psychological support. This might best be done by gaining staff feedback on counselling provided from March 2003 to the present.

5.6 Improving HR Systems — Discussion

5.6.1 Corporate HR Systems

Based on the Iraq experience, the following HR related weaknesses in UNICEF’s emergency response capabilities have been noted:

- There is no global response system for “surge capacity” that makes emergency response both quick and assured. When country level contingency planning is being conducted, the CO should know what regional or global UNICEF capacity they can draw on and in what time frame. This is not clear enough.
- The current over-reliance on Country Representatives for releasing personnel to temporary emergency assignments in other countries is inappropriate for major emergencies.
- The idea that all staff have a part to play in emergencies is holding the organisation back from identifying a cadre of experienced emergency managers who can be quickly redeployed to manage the early phases of response to major emergencies.

5.6.2 Surge Capacity

UNICEF now has two HR registers available on the Intranet and so in one sense DHR is justified in stating “systems are in place”. DHR did take initiatives to locate additional suitable personnel to increase UNICEF’s capacity, but alongside rather than on the basis of the corporate rosters, which did not provide an adequate basis for surge capacity for the Iraq crisis because they are not yet well enough populated.

UNICEF systems for emergency deployment appear to have a number of shortcomings:

- Staff are able to register their interest in working in emergencies. This is good as far as it goes, but provides no guarantee of having adequate numbers of staff with the appropriate skills on stand-by
- Emergency deployments are dependent on representatives’ responding to the Executive Director’s call to release appropriate staff, as made in the Iraq case
- The involvement of the Executive Director was required to identify and mobilise staff skilled in emergency response at short notice. If a corporate surge capacity system was adequately developed, this would be unnecessary.

UNICEF should act to provide adequate numbers of personnel for surge capacity. A global EPRP exercise would help to identify the numbers and types of personnel required (see 3.11). DHR, working with EMOPS, could then be charged with ensuring that targets are met for internal, external, and externally seconded candidates.

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52 The WFP counsellor hired to provide counselling services for UN agencies involved in the Iraq operation was contacted by the consultant, but was not able to provide any feedback on counselling provided before the August bombing in Baghdad.
54 The Human Resources Information System (webHRIS), in which IPs, national staff and general service staff records can be included, plus a separate web-roster for external candidates.
Reportedly, UNICEF has reviewed other organisations’ response mechanisms. Not all are comparable, as UNICEF does not want to have separate emergency and development staff cadres. UNHCR has considerable experience with internal and external stand-by registers. IFRC has devised ways of making use of national and regional resources in emergency response without creating permanent emergency teams. In the same way, UNICEF can build a global response capacity using both IP and national staff for regional surge capacity, and then combining regional capacities with HQ capacity to meet the needs for the largest emergencies. In this way, surge capacity can reflect UNICEF’s decentralised culture and management practice.

While UNICEF corporate policy remains that emergencies should be the work of everyone, the consensus from informants in this evaluation is that a certain background and approach is required for staff working in emergencies. This is supported by a UNICEF review of HR capacity, which states: “Human rights-based programming and the application of humanitarian principles in complex emergencies require a different set of skills and different types of leadership.”

UNICEF has delineated the competencies for staff working in emergencies, which are already quite comprehensive. The challenge is to find and screen sufficient staff and external candidates who meet the criteria for emergency deployment and to maintain the associated personnel registers regularly.

5.6.3 Human Resources and the Core Corporate Commitments

The Iraq experience highlights some lessons for human resources at country and regional level in relation to the CCCs.

The positive experience with the appointment of Emergency Officers in this crisis shows this could be a good model required for countries with an impending or probable crisis:

- WES was a critical element of UNICEF’s work in Iraq, yet there is no Regional WES Advisor post. If WES is to assume the same level of importance as in Iraq in other emergencies, this may need to be reviewed. (WES is not supported by DFID funding to emergency preparedness)
- Where regional offices have no Regional Nutrition Advisor, this is supposed to be covered by the Regional Health Advisor. The effectiveness of this arrangement depends on the knowledge and focus of the health advisor.

5.6.4 Country Office HR Requirements

The Iraq CO turned down a number of proposals for additional assistance from HQ and the Regional Office. In the consultant’s view, decisions on staffing should remain with the CO to determine its HR needs and imposing advisors should be avoided as far as possible. However, there is a balance to be struck and in this case some extra resources might well have improved aspects of UNICEF’s planning and response. For example, UNICEF HQ considers that there should have been an extra person assigned to support WES coordination and programming, but the CO did not agree to this. Donor reporting, especially to USAID, was said to have suffered as

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55 Albeit still evolving.
a result of inadequate staffing. Additional temporary resources for Child Protection would probably have improved planning and response in this sector\textsuperscript{58}.

5.7 Human Resources – Summary Findings

HR was carefully planned and, in general, staff deployments worked well and were effective in providing appropriate levels of human resource to country offices, to newly established sub-offices, and to MIG House\textsuperscript{59} and the News Desk in Amman. The appointment of a single focal point in DHR was a positive initiative. According to the Istanbul workshop findings, “The single point of contact in DHR was considered very effective”\textsuperscript{60}

COs that employed an Emergency Officer (or equivalent) to deal with the preparations for Iraq, reduced (but did not eliminate) the disruption to their regular programmes

- UNICEF’s move to improve the effectiveness of emergency response, backed by DFID funding to HQ and RO emergency-related posts, made a significant difference to the effectiveness of emergency preparedness in this case

There is potential for more partnerships with seconding agencies should there be a corporate policy to do so as part of UNICEF’s enhancement of its global emergency response capacity

Secondments from partner INGOs proved useful in this emergency, especially for sector coordination

- Even with the human resource capacity available in the sub-region prior to the Iraq war, it is probable that UNICEF would not have had sufficient human resources available quickly enough in the event of a major IDP and refugee emergency on the scale predicted by inter-agency contingency planning

- Some staff see HR as an area with intractable problems, and feel that establishing a reliable form of emergency surge capacity is not an issue likely to be resolved in the near future. MENARO is making it a priority for 2004 to establish a regional capacity, partly because of a lack of confidence in central support systems

UNICEF requires better-managed registers of internal and external expertise for emergency response. Software applications are now available on the Intranet, but proactive management to ensure that the registers are populated and kept up to date is lacking

In major emergencies, regional directors may need to be more assertive in requiring addition resources be brought in where the CO is not adequately prepared or where it is under-resourced

\textsuperscript{58} Two temporary Child Protection experts arrived in Baghdad in June 2003 and, reportedly, were effective in supporting the CP programme.

\textsuperscript{59} The Amman base for evacuated members of the Iraq CO.

\textsuperscript{60} Istanbul workshop report Annex Section 6.
6. FUNDING

6.1 Preparedness Loans

In February 2002, NYHQ facilitated a non-repayable contribution of US $380,000 from the Emergency Programme Fund (EPF) to MENARO, with which individual countries began building their preparedness capability and upgrading their communications equipment. The initial request for $1.2 million was reduced to $380K once preparedness supplies were removed. The level of funds that could be given to country offices for preparedness activities was limited by their absorption capacity. Even if EPF1 had been larger, there is no guarantee that the funding could have been used effectively at that stage.

In December 2002, a second EPF loan was received for $2,000,900\(^6\). In the same month, a Central Emergency Revolving Fund (CERF\(^6\)) loan was received for $5 million, against a request to OCHA for $7.5 million. In January 2003, an additional grant was made for $2 million from UNICEF Regular Resources (RR), in place of a third request from the region for EPF funding. Funding received for preparedness (excluding donors) before the war started was $9,380,900.

The second EPF loan and the loan from CERF were used for procuring and pre-positioning humanitarian supplies in Iraq and the surrounding countries. Of the CERF loan, $4.2 million was used to procure supplies for Iraq, half of which were pre-positioned inside Iraq, and half in Iran, Jordan, Kuwait, and Turkey. Seventy-five percent of the funds were earmarked for the purchase of additional nutrition supplies, 10% for health supplies, 10% for child protection supplies and 5% for cross-sectoral purposes. Additional supplies and equipment were purchased for refugees. Some of the CERF balance was combined with other preparedness funds to fund the opening of new sub-offices.

Preparedness funding is considered to have arrived somewhat late, resulting in rushed activity to spend some $15 million within two months. As the war did not begin until late March, there was time to allocate all the preparedness funds, but not to receive all the supplies. If the war had started earlier, UNICEF would have been unprepared, which would have been greatly reduced the impact of its preparedness efforts\(^6\).

6.2 Preparedness Appeal

In December 2002, UNICEF launched an appeal for preparedness funds to donors and NATCOMS for $14,080,900. It raised $9.7 million (69%); a further $2.7 million was raised for the replenishment of CERF. Excluding this repayment sum, but including EPF, CERF, and RR, the total funding for preparedness was $15,935,003, of which $10,745,003 was used for Iraq. An additional $5 million in cash was used from OFFP in northern Iraq, mostly for pre-positioning of supplies for IDPs who were expected to move north from south/central Iraq.

From January- to March 2003, both the US (OFDA\(^6\)) and UK (DFID) contributed to the preparedness appeal. Some staff, including the Iraq Representative, tried to have these

\(^{6}\) EPF2 was triggered within 72 hours of request.

\(^{6}\) Only a portion of CERF had been repaid by the time of the consultant’s September 2003 visit to Amman. The repayment period for CERF is normally six months but can be set at up to one year.

\(^{6}\) Not to mention being somewhat ironic given that UNICEF has had more than a year to prepare.

\(^{6}\) OFDA funding of $2 million could not be used for Iran or Syria.
contributions turned down, but were overruled. The PFO has an established policy that UNICEF will not refuse such funds. Fortunately, other donors also gave both to the preparedness and the later Flash appeal, thus balancing out the US/UK contributions.

The preparedness appeal document had to be shared selectively with donors, as, at that stage, it was still a very sensitive topic. Some donors refused to fund preparedness activities right up to the start of the war.

In February, USAID approached UNICEF to discuss a one-year $50 million multisector programme (March 2003-March 2004). There was a major difference of opinion over the revision of school textbooks, with UNICEF insisting that Iraqis should control any changes. UNICEF was ready to say no to the whole sum if the US insisted on its own way, and this in the context of 30% of all UNICEF funds coming from the US. Eventually USAID agreed to the UNICEF approach.

6.3 Flash Appeal

On March 28, UNICEF launched a Flash Appeal for $166 million as part of a wider UN appeal for $2.2 billion, the largest-ever UN appeal of its type. Initially, funding was slow to come in. In a press release of 9 April 2003, UNICEF expressed concern that only one fifth of the Iraq appeal was funded. However, by the end of June, the appeal was 60% funded, which was more than adequate given that the emergency did not turn out as expected and there were limitations to how quickly funds could be used because of the worsening security situation in Iraq. In the consultant’s view, the success of UNICEF’s fundraising against the Flash Appeal was based on:

- The high profile of the crisis
- UNICEF’s track record in Iraq and baseline data on indicators for children and women
- A good stream of information from Sitreps and media reports generated in Amman
- The Iraq Representative’s visit to capital cities in Europe, the Far East and North America, which secured additional funding, including donations from governments that might not otherwise have been given to the Appeal
- The professionalism of the sub-regional preparedness planning process helped HQ to take the preparedness effort seriously and to give it financial backing.

6.4 Donations-In-Kind

Various non-cash donations were offered to UNICEF for use in Iraq, as listed in Table 6. The volume was small compared with other major emergencies. As a matter of policy, UNICEF discourages donations in kind in favour of cash contributions. As UNICEF was offered a number of inappropriate gifts for Iraq, it may be valuable for NATCOMS to be clearer with potential donors about what is appropriate. At the moment, the value of donations-in-kind is not included in the value of the appeal, which reduces the incentive to improve in this area.

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65 USAID having first tried to get UNESCO to take on the project.
66 In parallel with the UN Appeal, Security Council Resolutions 1472 and 1476 changed the provisions of OFFP to allow some contracts to be reused for humanitarian relief. Supplies for water and sanitation, nutrition and education were to have been obtained from 19 priority contracts, with a total value of US $40.4 million. However, UNICEF did not anticipate that these changes to OFFP provisions would make a contribution to UNICEF’s emergency relief effort, as these supplies were largely for rehabilitation.
67 This visit was coordinated by PFO and UNICEF Geneva and attracted media attention.
68 The consultant requested but did not receive confirmation that this list was complete.
69 Guidelines on in-kind donations were requested from UNICEF but not received.
Table 6 – Donations In Kind Offered For Iraq\textsuperscript{70}  

<table>
<thead>
<tr>
<th>By</th>
<th>Offer</th>
<th>Result/Reason\textsuperscript{71}</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgian Government</td>
<td>Offer of military planes</td>
<td>Turned down on basis of transportation principles – and adherence to CIMIC asset guidelines</td>
</tr>
<tr>
<td>Bulgarian Government</td>
<td>Drugs</td>
<td>Turned down for non-adherence to WHO policy</td>
</tr>
<tr>
<td>Danish Government</td>
<td>Field hospital</td>
<td>Turned down considering preference for rehabilitation of existing hospitals and health centres</td>
</tr>
<tr>
<td>Municipality of Athens (Greece)</td>
<td>Proposal for collecting in-kind items</td>
<td>Turned down for lack of information</td>
</tr>
<tr>
<td>Association of Italian municipalities</td>
<td>Proposal for collecting in-kind items</td>
<td>Turned down for lack of information</td>
</tr>
<tr>
<td>Republic of Korea</td>
<td>Double cabin trucks</td>
<td>Accepted</td>
</tr>
<tr>
<td>Norwegian Government</td>
<td>Water supply</td>
<td>Accepted</td>
</tr>
<tr>
<td>Russian Federation</td>
<td>Field hospital</td>
<td>Turned down considering preference for rehabilitation of existing hospitals and health centres</td>
</tr>
<tr>
<td>Government of Slovenia</td>
<td>Drugs</td>
<td>Turned down for non-adherence to WHO policy</td>
</tr>
<tr>
<td>Regional Government of Baleares (Spain)</td>
<td>Drugs</td>
<td>Turned down for non-adherence to WHO policy</td>
</tr>
<tr>
<td>Vietnamese Government</td>
<td>Food and medical</td>
<td>Turned down supplies</td>
</tr>
<tr>
<td>The French and Norwegian Governments</td>
<td>Free secondees to work with UNICEF in the water sector</td>
<td>Success</td>
</tr>
</tbody>
</table>

EMOPS Geneva is responsible for deciding whether to accept donations in consultation with the CO. According to an interviewee in EMOPS Geneva, the current guidelines on donations-in-kind are unclear. By contrast, PFO in New York considers the guidance to be quite clear and well established.

In the consultant’s view, the scale of donations-in-kind received by some other agencies indicates that there may be more potential in this area, especially the possibilities for raising cash donations from donors that start by making donations-in-kind.

\textsuperscript{70} Information provided by EMOPS Geneva.
\textsuperscript{71} As given by UNICEF Geneva.
6.5 Funding – Summary Findings

- EPF and CERF funding were used by UNICEF on an unprecedented scale and proved to be critical in the success of UNICEF preparedness for the Iraq crisis. Without these funds, UNICEF CO preparedness plans could not have been implemented on any significant scale.
- Regional coordination of EPF/CERF by MENARO provides an example for other regional crises.
- UNICEF held to a principled position over the reprinting of school textbooks in the face of US pressure.
- UNICEF was successful in fundraising for Iraq because of the high profile of the crisis, its track record in Iraq, good information flow and media reports from Amman; the Representative’s tour of capital and the professionalism of the sub-regional preparedness planning process.
- If Iraq is a representative example, UNICEF may not be making the most of the potential contribution donations—in-kind can make in emergency response.
7. **FINANCIAL PROCEDURES**

7.1 **Preparedness**

Development of financial procedures to fit the Iraq emergency context was an important element of UNICEF’s preparedness. Planning included, for example, linking emergency phases to revised cash requirements, signatory panel, cheque limits, etc. Manual approval procedures were developed and simulated in case computers were not available — exactly as happened after the Baghdad office was looted. Paper-based manual procedures were also used in Kuwait.

At New York HQ, additional finance capacity was planned, with an extra four finance posts approved and staff identified, drawing on the team supporting OFFP, to handle the additional transactions coming from a large-scale emergency response. In the end, this capacity was not needed.

A contribution management system was implemented in Amman, building on previous emergency experience in Afghanistan and Kosovo, to track commitments and spend against PBAs. Within PFS, a coding scheme was used to allow the tracking of funding and commitments for multiple countries against the Iraq preparedness and flash appeals, something not previously possible.

7.2 **Contract Procedures**

Informants made multiple complaints about slow, cumbersome, and rigid financial and contract bidding procedures, which led to frustration and occasionally to UNICEF having to go back on its commitments to partners and communities. It was explained to the consultant more than once that, on occasion, the only option is to break the financial rules and document the reasons for doing so clearly on file, so that auditors will later be able to see why exceptions to normal procedures had to be made.

In Kuwait, NCA, a UNICEF partner, became so frustrated over delays to the contracting of water tankering that it threatened to withdraw. Eventually NCA used its own funds to keep the operation running, which was not part of their agreement with UNICEF72. On at least one occasion, an individual used their own funds to keep WES contracts alive. In emergency situations, flexible approaches are required to keep life-saving services going, but staff using their own money to do so is not sound practice73. In this case there seems to have been no alternative when faced with bureaucratic delays74. It was reported that rigid administrative procedures led to UNICEF accumulating a backlog of unauthorised WES-related contracts in Baghdad, leading to delays for which UNICEF was criticized both by its contractors and by the water authority.

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72 In the UN system, it is not unusual for NGOs to find themselves pre-funding work before being reimbursed by UN partners once their bureaucracies have caught up, but there should be clarity with the NGO as to when or whether this is required, as not all NGOs can manage this.

73 As technically the contractor is then working for, and obliged to, the staff member, not UNICEF.

74 A specific issue raised was the contract limit of $20,000 on local contracts. The large sums required for the maintenance of capital works for the repair of urban water/sewerage systems means that $20K can be used for the repairs of one part of one pumping station. This limit for locally agreed contracting was said to be too low for this situation.
7.3 ProMS and Related Financial Controls

The Istanbul workshop noted that COs needed more training to make good use of ProMS. Further, "Financial administrative systems still presented problems. Managing multi-country funds with a single PBA was the preferred option based on the Afghanistan experience but it is still not easily done in ProMS. Also, Intranet financial reports are not refreshed often enough, being one week back-dated"\textsuperscript{75}. During and after the war there were delays in getting the right authorisations into the system, especially when officers were travelling. As noted elsewhere, “ProMS remains a challenge: authorisation of transactions is too often dependent on the same people already occupied with the emergency response (and therefore not in the office).”\textsuperscript{76}

The design of ProMS version 6 is being managed through the ProMS Reference Group that reports via the OGM. DFAM and ITA are aware of the need for simplification and are keen that EMOPS should actively engage with the revision process.

According to the Iraq CO, the complexity of UNICEF systems means that additional staffing is required to maintain them. The rapid growth of the Iraq programme meant a corresponding significant growth in the administration structure.

Discussions at all levels revealed a sense of resignation that the control environment in UNICEF is so rigid that it may not be possible to make procedures flexible enough for emergency situations, where quick decisions made locally are necessary for a rapid emergency response.

7.4 Financial Procedures – Summary Findings

- UNICEF was successful in developing and applying manual procedures and in updating Iraq ProMS systems in Amman from the manual records
- In the case of financial procedures, limits for local procurement and especially WES contracts were set too low, leading to delays in rehabilitating water and sewerage systems. This situation may recur in other major emergencies involving capital works
- Rigidity in the procedures for authorisation, certification, approval and payment means delays when key staff are on mission or leave
- A good knowledge of the management systems, including ProMS, is an advantage in emergency situations but too few staff have a good understanding of ProMS. This is indicative of a training need, which DFAM and ITD are both aware of. In the longer term, simplification of the system for use in emergencies is of equal or greater importance
- Contracts with NGO partners should specify whether they are required to pre-finance UNICEF contracts
- Staff should not use their own funds to keep projects going and UNICEF should not put them into a position where they need to

\textsuperscript{75} Istanbul workshop report Annex C Section 7.
\textsuperscript{76} Martigny II: UNICEF’s Response to Women and Children in Crisis Situations (Draft), EMOPS, 8 August 2003, (p9).
8. SUPPLY AND LOGISTICS

8.1 Supply Division

Both emergency preparedness and emergency response were heavily dependent on supply, an area seen to have been generally successful. Recent performance improvements made by the Copenhagen SD were recognised. SD built on the capacity they had developed with OFFP to support the sub-regional preparedness and response, providing a dedicated team to handle supplies for the Iraq crisis. Crucial logistics support was provided from Copenhagen SD to MENARO via the secondment of two logistics officers to Amman.

8.2 Market Surveys

Local market surveys were undertaken in Jordan, Syria, and Iran whereby local suppliers were contacted to check the availability and price of specific items and storage, and transport facilities were assessed. This seems to have been an innovative approach to testing how far products and services could be obtained locally.

8.3 Supply Routes

The Regional Logistics Coordinator in Amman reported that "Iran is probably the best set up that we have in the neighbouring countries, due mainly to their involvement in the Afghanistan operation...However, indications are that the US will not be supportive of humanitarian actors using Iran as a corridor into Iraq and it is likely that Iranian trucks will not be permitted into Iraq...” “The US authorities are saying they will guarantee a humanitarian corridor from Kuwait into Iraq...Kuwait is going to be an important logistics hub, and we need a logistics officer there...” UNICEF acknowledges that it should have sent a logistics officer to Kuwait sooner than it did.

The Iraq Representative would have preferred east/west corridors to be used (Iran, Syria) but security clearance and an SD preference for well-established routes dictated the use of North-South routes (Turkey and Jordan), which were not necessarily the most cost effective. Kuwait was added because the Coalition was offering safe passage into southern Iraq from there. Before the war, UNICEF said it would use humanitarian corridors only. In practice, the Kuwait route could be said to have compromised this principle. Syria and Iran were excluded because of their association with the "Axis of Evil" and, more practically, because SD were concerned about problems with border crossings from these countries.

Additional warehousing was rented in all surrounding countries and sometimes shared with UN partners.

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77 It is reported that the Copenhagen warehouse now has a 24- to 48-hour response capacity and is increasing the total global inventory of supplies from US $600,000 to US $2.5 million.
78 The first from late January 2003 until end April, with visits to Turkey, Qatar, and Syria, and the second from late April to end June.
80 According to the "UNICEF Kuwait-Iran joint cross border support operation into Iraq, Suggested plan of action", the rationale for an Iran-Iraq programme to be pursued was:
  - Iran is the only country in the region (with Syria) not having cooperated with the coalition forces
  - Iran’s proximity to Iraqi main cities, its excellent network of road, its fuel capacity, and its supply component make her an advantageous choice for logistical operations
  - Iran staff is available, with long experience of cross-border operations during Afghan crisis.
8.4 Pre-Positioning

UNICEF pursued a multi-level strategy for placing supplies in advance of the Iraq war both within and outside Iraq’s borders for use in cross-border operations and for refugees and IDPs at or close to the border\textsuperscript{81}. By the time the second tranche of EPF funding and the CERF loan became available, the SD, RO, and COs had only two months to get supplies into place.

8.5 Tracking System

It emerged in the Istanbul workshop that, as yet, UNICEF does not have a corporate supply-tracking system and relies on its main distributor for its tracking. Local purchases and tracking beyond the warehouse are not currently included in the system. For the Iraq crisis, SD further developed an SQL database system first used in Afghanistan, and applied it in the sub-region. SD has now developed a plan for a corporate system based on this model, with field tests planned for December 2003 and implementation by June 2004.

\begin{table}[h]
\centering
\begin{tabular}{|l|}
\hline
8.6 Supply and Logistics – Summary Findings \\
\hline
\begin{itemize}
\item Supply Division was effective in providing support through its dedicated team in Copenhagen and in strengthening MENARO regional logistics capacity
\item UNICEF’s multi-level strategy for pre-positioning supplies gave UNICEF flexibility to use them in the most appropriate way
\item The relatively late arrival of EPF and CERF funds meant a rush to obtain contingency supplies
\item Local market surveys were a useful innovation in providing detail on local purchase and supply options
\item UNICEF requires a commodity tracking system that can track items beyond the warehouse to final distribution
\item UNICEF had the advantage of multiple entry points for supplies into Iraq, though for political reasons some were not used or used to a limited extent. Using Kuwait as the main supply route raised concerns about humanitarian principles being compromised by UNICEF appearing to work closely with the Coalition (See also Humanitarian Principles, 14.1)
\end{itemize}
\hline
\end{tabular}
\end{table}

\textsuperscript{81} However, if borders had remained closed and cross-border shipments into Iraq had been blocked for an extended period, the cross-border element of the strategy would have been ineffectual. However, by having multiple potential entry points, this risk was reduced.
9. SECURITY

9.1 Planning

Following 11 September 2001, UNICEF began to take steps to increase security in UNICEF MENA offices even before the Iraq crisis arose. The preparedness process for Iraq benefited from a general increase in security awareness, and security professionals were involved in emergency preparedness from an early stage.

The contingency planning for Iraq assumed there would be evacuation of all IPs from Iraq at the start of hostilities. The evacuation on 18 March 2003 went smoothly, though it was said to have been difficult for IPs to leave their national colleagues to face the conflict.

Planning was conducted against a highly uncertain backdrop. The real concerns about the deployment of weapons of biological and chemical weapons within and beyond Iraq were not helped by UNSECOORD having no solution to offer for protection against biological weapons attack.

9.2 National Staff

Before the war, national staff were involved in discussions on security, both in Baghdad and Erbil (northern Iraq). They were provided with first aid kits and VHF radios, and the security warden system was strengthened. While national staff had access to both satellite phones and VHF radios as part of the security system, they elected not to use them during the war because of government threats that anyone found using such equipment would be arrested, as well as concerns that radio transmissions might attract Coalition air attacks. UNICEF security advisors now consider that the situation of national staff in Iraq was not fully taken into account by UNICEF.

The OIC took a cautious approach to security, which was frustrating for some of his colleagues, but which probably added to their safety. National staff received security training before the conflict, but also relied on their common sense and local knowledge, for example, choosing to travel in unmarked cars. No national staff were seriously injured or killed in the war.

9.3 Return of IPs to Iraq

UNICEF was under pressure to return to Iraq as soon as possible after May when major hostilities were declared over. However, according to UNICEF security coordinators, after their return to Baghdad in mid-/late May some staff felt insecure and unsure what they could achieve because of poor security. The recent UN review of security in Iraq concluded that international UN staff returned to the country too soon, illustrating the tension between the UN’s humanitarian and security goals. Several staff members expressed the hope that the security apparatus

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82 The declaration of Phase V by the UN Secretary General meant that all international personnel were required to evacuate. Some UNICEF IPs would have been willing to stay on in Baghdad during the war. In the view of UNICEF security officers, this would not be a viable option in such a situation. During the evaluation, the suggestion was made that IPs could be given the option to stay on if they are prepared to sign away UNICEF’s responsibility to protect them. However, in the consultant’s view, this would not be realistic as such responsibility could probably only be derogated by the staff member resigning completely from the UN, which would defeat the purpose.

83 Guidance was offered on dealing with chemical attack.
would shift focus to enable them meet UNICEF’s humanitarian goals. However, given recent events in Iraq, decisions on security are likely to become more restrictive, not less. UN security clearance restricted UNICEF’s operations on the entry into Basra, with NGOs gaining access several days before UNICEF. Under contract to UNICEF, NCA was amongst the first agencies to start tankering water from Kuwait into southern Iraq.

9.4 Security of Assets

The UNICEF country team took common sense actions ahead of the war to minimise damage to assets. Newer vehicles and trucks were dispersed to surrounding countries (Jordan, Syria, and Turkey) and were returned to Baghdad after the conflict. This prevented loss and damage to the better portion of the UNICEF Iraq fleet. With the approval of the Humanitarian Coordinator, UNICEF used the remaining new vehicles in Iraq to evacuate to Jordan rather than using the UN plane from Baghdad.

The decision to distribute as much as possible of the preparedness supplies within Iraq before the crisis broke out was seen as a way of reducing the risk of losses of bulk supplies held in warehouses. This was a sound strategy. There was a debate about the best location of supplies. One view was that UNICEF should ship as much as possible into Iraq and locate supplies as close to beneficiaries as possible, even though some might be lost during the conflict. The counter view favoured a more cautious approach, with a higher proportion of supplies held outside Iraq and brought across the border as needed; the risk here being that borders might be sealed. The sub-regional planning meeting decided on a 75:25 inside: outside ratio, but the Regional Director overruled in favour of a 50:50 split.

The decision to keep equipment and computers in the Baghdad office rather than staff taking them home turned out to be unfortunate because the office was looted and computers, office furniture, and education supplies were taken. It should be noted that most UNICEF equipment was old and had not been replaced in the 18 months before the war because of the risk of loss during a war.

9.5 Security as a Constraint

Because the security situation deteriorated rather than improved after the war, UNICEF was only able to gain access to Baghdad, Basra and its surroundings, Nasiriyah, and Um Qasr in south/central Iraq. Access to the countryside was strictly limited. UNICEF had no option but to work within the US/UK security umbrella however informal and unclear security arrangements were. “In Iraq, there was no formal agreement on the security arrangements between the UN and CPA or Coalition Forces…”

9.6 Security and the UN’s Image

Security was perceived as being tied to the UN’s image. The Istanbul workshop concluded that “Staff safety was ultimately put at risk by political considerations at the level of the UN”, while “The image of UNICEF and UN position vis-à-vis the Occupying Powers was/is a security risk.

84 Whatever the frustrations, UNICEF should make use of the flexibility of NGOs to go places it cannot.
85 After the looting, staff demanded and obtained some of the stolen items from buildings neighbouring the UNICEF office.
For example, meetings with US/CPA held in the UNICEF office created an image problem and a security risk. The SG/UN positioning vis-à-vis the Coalition was unclear to the public.

9.7 Security UN-Wide

Security, more than any other aspect of operations has to be managed UN-wide. Security within the UN system is coordinated by the Inter-Agency Security Management Network (IASMN) and managed by the High Level Committee on Management (HLCM). The work of the IASMN and the HLCM led to the adoption of a Resolution by the General Assembly in 2002 that “created a comprehensive system of accountability for the UN Security Management System”. However, UNICEF security coordinators consider that a lack of accountability for security is still a major issue and that coordination between the UN security management system and humanitarian actors needs improvement. One limitation noted was that UNSECOORD still has a country-by-country focus and does not allow for a multi-country approach.

9.8 Security – Summary Findings

- Security was the number one limitation to humanitarian work during and after the war.
- Security planning helped to ensure that no UNICEF personnel were killed or injured during the war, although UNICEF acknowledges that the security situation of national staff in Iraq was not fully taken into account.
- In general, the Representatives in the sub-region took their responsibility as security managers seriously.
- It was not a realistic option to allow international personnel to volunteer to stay in Iraq after the declaration of Phase V on 18 March 2003.
- Measures taken to minimise losses of assets by pre-distributing supplies, dispersing vehicles to neighbouring countries, and warehousing were generally successful.
- Security concerns can only be resolved at the UN level, not by UNICEF acting alone.
- UNICEF now needs to consider what additional support Representatives need to fulfil this role and to strengthen RO supervision and CO management accountability for security.

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87 Istanbul workshop report Annex C Section 8.
10. INFORMATION COMMUNICATIONS TECHNOLOGY

10.1 Preparedness and Response

The need for additional telecommunications equipment was partly driven by the need to achieve MOSS, though in financial terms, MOSS-level communications represented less than a third of the spend on telecoms equipment.

After the war, in order to strengthen telecommunications within and with Iraq, UNICEF deployed three “flyaway” VSATs in a period of 20 days in Basra, Baghdad, and Erbil. This is considered a major achievement as standard VSAT installations can require several weeks to complete. As many other agencies were installing satellite equipment, UNICEF took the precaution of reserving bandwidth in advance of the VSAT installations.

In the preparedness phase, UNICEF fulfilled the telecoms coordination role in Jordan and Syria, and succeeded in obtaining licences from the two governments for the whole UN system. This required careful negotiation as governments in the region tend to be highly sensitive about telecommunications. It was also time-consuming, with Turkey the most difficult case, involving a delay of some five months from mid- to late 2002.

ITD has identified a number of reasons why ICT responses to emergencies have not always been successful in the past. These include: “No concept of the scale required, starting the effort too late, lack of resources (people, supplies, and money), no concept of lead times, limited capacity building and no proactive investment”. These failings do not appear to have recurred in the Iraq case, probably because of proactive preparedness planning, early inclusion of ICT in planning, and the availability of preparedness funding.

EPF and CERF allowed all UNICEF COs in the sub-region to obtain upgraded telecommunications equipment. This is unusual. It is pertinent to consider how telecoms can be properly funded without a major crisis against which to fundraise.

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89 VSAT terminals cost $50,000 each, plus $1,000 - $1,500 per month running cost. The running costs are far lower than other forms of satellite communication. UNICEF keeps VSATs in stock in Copenhagen because of the long lead time in obtaining the equipment from UNICEF’s telecom partners, Nortel, while all other equipment is purchased on demand to avoid it going out of date while being stored.

90 As a rule, UNICEF no longer stockpiles ICT equipment as it quickly becomes redundant with advances in technology. However, VSATs are an exception, as they have to be built in advance for UNICEF. The long lead time allowed UNICEF to obtain the VSATs for Iraq in time but resources had not previously been set aside for the pre-purchase of these terminals for rapid deployment.

91 VSAT can be set up with sufficient bandwidth to provide full functionality for UNICEF office systems.

92 From an ITD paper “Building ICT Emergency Capacity” (Draft), May 2003.
10.2 ICT – Summary Findings

- Overall, ICT provision in the preparedness and response phases was successful, with many of the pitfalls affecting past emergencies being avoided.
- UNICEF was successful in obtaining telecoms licences for the UN in both Jordan and Syria.
- UNICEF was able to rapidly deploy three flyway VSAT installations in a period of 20 days, illustrating how quickly this equipment can be set up in comparison with the standard VSAT.
- UNICEF needs ways of funding investments in ICT in potential emergency situations other than EPF and CERF.
11. MEDIA AND COMMUNICATIONS

11.1 News Desk

The idea for UNICEF to set up an Iraq News Desk based in Amman came out of a meeting of communications officers in Cairo in February 2003 and proved to be a successful innovation, providing a regular stream of information for journalists, donors, and NATCOMS. The desk was staffed by media professionals on short assignments from Geneva HQ and elsewhere. Communications specialists were dedicated just to media work and were not required to do internal reporting as well.

UNICEF made a good decision in choosing Amman as the location for the news desk because this is where the international media congregated (with up to 1,500 journalists). The News Desk was up and running before the war, allowing interviews to begin immediately after the evacuation from Baghdad. It was equipped and staffed using the preparedness funds managed by the Regional Office. Its performance was considered to have faded towards the end of the war, partly because there were no refugee stories to tell. In parallel with the News Desk, a UN Briefing Centre was established in Amman from which daily briefings were given to the world media on the activities of all the UN agencies involved.

11.2 Staffing

In support of surrounding countries, additional communications staff were deployed to Syria, Kuwait, and Iran (albeit very briefly).

11.3 Arab Media

In order to get communications messages through to the Arab media, consultants and UNICEF staff were recruited or redeployed to cover the key Arabic media hubs: Cairo, Beirut, and Dubai. This again was an innovation, building on UNICEF’s knowledge of the media in the region and its connections with media professionals. UNICEF recognises that it paid more attention to “big” international media and did not succeed in influencing Arab popular opinion through its additional links to the Arab media. The simultaneous translations provided during press briefings in Amman were not adequate for this purpose.

The lesson UNICEF has drawn from this is: for communications officers to be effective in the region, they must know UNICEF well and must speak Arabic. MENARO is aware of the need to develop further its Regional Communications Strategy to address the continuing negative image of the UN in the Middle East and position UNICEF as a respected and impartial humanitarian organisation.

11.4 UNICEF Position

Due to the high political profile of the Iraq crisis, media statements on Iraq were seen as being of the highest importance, with the Executive Director directly involved in UNICEF communications, including personally clearing all press releases.

93 While a plan was drawn up before the war for a number of short-term assignments to staff the news desk, it was reported not all of these commitments were honoured, leaving less experienced staff to carry the responsibility.

94 UNICEF, WFP, UNHCR, OIM, OCHA, UNIC.
Contrary to the impression of some staff, UNICEF issued a series of press releases highlighting the likely, and later the actual, humanitarian consequences of war95. Some of these messages were reportedly well covered in the western media, but much less so in the region. In 1999, UNICEF attracted attention when it spoke out vigorously about the impact of sanctions on the children of Iraq. By contrast, the communications messages with regard to this crisis look somewhat tame — at least many UNICEF staff found them to be so.

UNICEF also released public statements on the importance of security for humanitarian assistance96. Given that this was the overriding problem constraining the delivery of assistance and a wider return to normalcy in Iraq, the statements seem rather mild. On the ground, UNICEF lobbied the occupying powers on security issues, but was more muted in its public criticism of their failure to secure public utilities, the protection of which would have made a significant difference to the welfare of Iraqi children. (See also under Civil Military Relations below.)

11.5 Defending Rights

The Executive Director is satisfied that UNICEF spoke out as much as it could in defence of the rights of women and children. By contrast, senior informants from both inside and outside the organisation consider that the organisation missed an opportunity to communicate effectively in defence of the rights of children affected by the war in Iraq. Some staff remain upset about what they perceive as the organisation’s communications failure over Iraq, all the more so when compared with UNICEF’s outspoken stand on the impact of sanctions in Iraqi children in the late 1990s.

UNICEF was in a difficult position with regard to its public statements. The highly politicised nature of the crisis, especially as played out in New York, was a serious constraint to the application of a human rights based approach. Even so, the balance of opinion within the organisation is that UNICEF erred on the side of caution in this case.

95 Relevant extracts from UNICEF press releases:

- “If there was an exacerbation of the humanitarian crisis in Iraq, this could seriously affect the distribution of food, leaving children at risk of severe malnutrition once again” (21 November 2002)
- “The situation of Iraqi children has been very difficult for more than 15 years, said Carol Bellamy, Executive Director of UNICEF, No matter what the global situation, we cannot shrink from the ongoing work of reaching out to help them.” (18 February 2003)
- “But war adds displacement, interruption of food and water supplies, and outbreaks of disease. Combined, these events would strike a heavy blow to a population of children who are already struggling to survive…” “The real issue is what we do to protect children in times of war…” (11 March 2003)
- “Conflict could very well have disastrous consequences for Iraqi children…” (no date)
- “Children will die in this war. That’s a fact. The question is how many children we can protect. That has got to be a priority for all of us now.” “Conflict could cause a major deterioration in their already poor living conditions, with devastating results.” (19 March 2003)
- “Iraq has been in a crisis for more than 15 years. People have nothing to fall back on. A major war is engulfing them. These are the facts. We have to act now to prevent needless deaths and suffering, and to provide some hope for Iraqi children. That’s what this appeal is about.” (on the launch of the Flash Appeal, 28 March 2003)
- “Iraq’s future depends on the health and well-being of its children. At the moment we are failing them. They should be our first priority – not only in words, but in action. And frankly I’m not seeing nearly enough action for children.” (2 May 2003)

96 Including “Even conflicts are guided by rules and humanitarian conventions. It is the responsibility of those who retain effective control of a territory to ensure that there is order and that there is secure access for the delivery of life-saving humanitarian aid, said Bellamy.” (April 9); “I urge the parties to this conflict to abide by their international humanitarian obligations.”; “Secure aid delivery equals effective aid delivery. Weeks later, we are still calling on somebody to deliver that security.” (May 14)
Some staff seem to have expected UNICEF to have spoken out against the war itself. The Executive Director is clear that UNICEF is not a “super-NGO” and cannot take such a stand. UNICEF’s position has been clearly set out by HPU: “UNICEF does not take any position on the rights of States to take military action against others within the limits of the UN Charter and international law.”

11.6 Strategy Constraints

UNICEF senior management does not appear to have made it clear to staff, either in HQ or in the region, the degree to which UNICEF was constrained by the communications strategy agreed by the Steering Group on Iraq. Heads of agencies were obliged to stick to an agreed line. Some staff, even at quite senior levels, do not seem to have understood this. This points to a failure of internal communications, and to an inadequate understanding of UNICEF’s place in the UN system and the types of advocacy messages it can adopt.

11.7 Wider UN

At the New York level, it was reported that there is an ongoing, heated debate within the UN communications group with regard to how/whether the UN uses its voice on behalf of the its humanitarian agencies, a debate UNICEF needs to influence in favour of the UN’s humanitarian voice.

11.8 Media Coverage

Overall, UNICEF was successful in getting media coverage during and immediately after the war, in large measure due to use of experienced media professionals and the quality of information generated by UNICEF. Some media coverage was fortuitous, for example, in Turkey, TV footage of UNICEF trucks crossing into northern Iraq was widely shown, while the trucks in question were carrying routine OFFP supplies. A minority of informants felt that the RO and Iraq CO were under pressure from HQ to be seen to perform and, on occasion, were too keen to take fast and visible action to gain media coverage.

Information campaigns in Iraq included radio and TV broadcasts preparing children for possible separation from their families and the Back to School campaign after the war. These were seen as successful.

11.9 Media Statements by the Coalition

Some statements from the US and the UK were unhelpful to UNICEF. For example, the DART teams announcing that US funding had gone to UNICEF had negative consequences, by associating UNICEF with the US and also causing some agencies not funded by the US to conclude that UNICEF had struck some form of behind-the-scenes deal. The UK’s ambassador to the Security Council included UNICEF water tankering under the UK’s: “achievements”, creating the impression of a close link between the military and UNICEF.

97 “Legal and ethical position of meeting humanitarian needs in an “invasion” context”, Notes drafted by Iain Levine, compiled by Sherazade Boualia.
98 For example, ensuring children knew their own names and addresses.
11.10 Perceptions of UNICEF

UNICEF’s emergency response was perceived differently in the Arab and western media. Again using the example of water tankering into Basra, this was portrayed by western media as a significant life-saving contribution, while the same images created anger within Iraq and elsewhere in the region because of the close association of UN actions with the military invasion.99

The UN is not perceived as having been even-handed towards the Palestinians and, in Iraq, has implemented sanctions and the Oil for Food Programme. Although UNICEF was viewed more positively than some agencies, against this backdrop it was always going to be an uphill battle for UNICEF to continue to portray itself as the friend of Iraqi mothers and children.

11.11 Media and Communications — Summary Findings

- UNICEF’s media work and communications proved to be one of the most contentious aspects of the evaluation
- UNICEF achieved considerable media coverage for its humanitarian work during and after the war. As noted by the Istanbul workshop, UNICEF’s “good image stemmed from UNICEF’s programme presence on the ground before and during the war, as well as by a prompt, coherent communication response within UNICEF, including in the quality way the communication officers and representatives addressed the media”100
- UNICEF issued a series of press releases clearly highlighting the likely and the actual humanitarian consequences of the war in Iraq
- A high proportion of the staff interviewed considered that UNICEF could have done more to speak out for the rights of women and children in Iraq. At the same time, the limitations placed on UNICEF by the communication strategy agreed by SGI were poorly understood, even in HQ. Internal communication was inadequate to ensure a clear understanding of why UNICEF was or was not making certain public statements
- The Amman News Desk was a successful initiative that could provide a model for future emergencies
- UNICEF information campaigns in Iraq were successful
- UNICEF’s initiatives to create better links with the Arab media were innovative, but had limited success because of the negative impression of “UNICEF being too close to the Occupying Powers”101

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99 UNICEF moved to using the Arabic version of its logo on water tankers to avoid having the words UN or United Nations on the vehicles, thereby decreasing the likelihood of their being attacked.
100 Istanbul workshop report Annex C Section 3.
101 Istanbul workshop report Annex C Section 3.
12. UNICEF STRUCTURES

12.1 Regional Office

The Regional Director and his staff led and oversaw the sub-regional coordination of emergency preparedness and contingency planning. Initially, the Regional Planning Officer led the planning and coordination, and, from March 2002, the Regional Emergency Officer. These appointments were made by the Regional Director in line with a corporate move to strengthen the UNICEF Regional Offices support role.

Initially Regional Advisors took part in the preparedness planning meetings but found they were giving too much time to Iraq at the expense of other countries, and from March 2002 did not attend the planning meetings but continued to offer support to individual COs on request.

At one stage, MENARO considered relocating to another centre. Options in Amman and elsewhere in the region were considered, but the final solution was to hire the MIG House from where the Iraq programme could be run. The office was occupied by members of the Iraq team evacuated to Amman from Baghdad and was retained, initially until September.\(^{102}\)

In the contingency plan, it had been agreed that once the emergency began, the coordination role would be handed to the Iraq Country Representative after the evacuation from Baghdad to Amman. In the consultant’s view, the decision made in advance of the crisis to turn the sub-regional coordination over to the Iraq Representative is questionable. If the anticipated refugee/IDP emergency had happened, regional emergency management of the crisis would have been required, yet such a structure was not anticipated in the planning phase.\(^{103}\) As the anticipated regional refugee crisis did not happen, when UNICEF actually made the shift to coordination by the CO, this decision was consistent with the UN decision to move control back to the Iraq UNCT. It is acknowledged by regional staff that the shift may have been made a few months too early, especially for coordination of human resources and logistics.

After the war began, the coordination of activities between COs appears to have broken down; “…for some reasons, the UNICEF regional coordination mechanism suddenly collapsed around mid-April”\(^{104,105}\). The Istanbul workshop report also makes reference to “unclear coordination mechanisms at UNICEF sub-regional level once the conflict started”\(^{106}\).

12.2 Geneva

The Senior Emergency Officer based in EMOPS Geneva\(^{107}\) assisted the Iraq CO and the RO with contingency planning at an early stage in the preparations for the crisis and attended most

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102 And subsequently re-rented after the increasing withdrawal of IPs from Baghdad in September/October.
103 It was reported that there is a document in draft that describes the newly defined responsibilities of the regional offices, but this was not available to the consultant. However, according to “Martigny II – Where are we now? A Review of UNICEF Humanitarian Response Capacity, May 2003,” “…in the newly proposed accountabilities for RO, as with the CCCs, there is an explicit accountability of ROs for ensuring human resources support to COs in unstable and crisis contexts.”
104 This coincided with the Regional Emergency Officer going to open the UNICEF office in Basra.
105 Lessons learned from the Iraq Emergency: A Personal Perspective Gained in Iran (Former Programme Officer, UNICEF, Iran (Jan 2000 – June 2003).
106 Istanbul workshop report Annex B Section 2.
107 EMOPS is divided between New York and Geneva.
of the sub-regional planning workshops. EMOPS Geneva also played a role in fundraising and in the secondments of senior staff from other agencies for inter-agency coordination.

As events unfolded, EMOPS Geneva increasingly found itself excluded from the preparedness process, especially after October 2002 when the centre of decision-making moved to New York. Other Geneva-based humanitarian actors and permanent missions found themselves in the unaccustomed position of being out of the decision-making loop on humanitarian action. The Swiss government convened two conferences on Iraq, partly in an effort to have Geneva re-established as the humanitarian focus in the run-up to the war, but with limited success, in spite of the high quality of debate at these meetings.

12.3 New York HQ

Coordination for Iraq in UNICEF New York was led by the relevant Field Support and Inter-Agency Collaboration Section in the Programme Division (PD). The Iraq Support Unit (ISU) was located in the MENA section of PD, led by its Deputy Director. The unit included up to five staff members between March and September 2003, including the former Deputy Representative in Iraq reporting to the Deputy Director, herself a former UNICEF Representative in Iraq.

The link between the Regional Office and the Iraq Support Unit (ISU) seems to have worked well with regular communication, including conference calls, and engagement with the Programme Funding Office in New York. However, there were also a number of concerns raised in association with the Unit:

- Discussions within the inter-agency Steering Group on Iraq were confidential and UNICEF staff in New York were kept informed on a need-to-know basis. This led to a number of HQ technical clusters feeling (and being) excluded. These clusters were concerned by the contrast with the normally consultative style adopted for emergencies in UNICEF New York. This is somewhat ironic, given that the Executive Director was trying to protect other programmes by limiting the number of people involved with Iraq.
- The Humanitarian Response Unit is now located in Programme Division but was not directly involved in the Iraq preparedness or response, though others in UNICEF assumed, perhaps understandably, that it was. The decision to have the ISU as the focal point rather than HRU was taken in consultation with the MENA Regional Director.
- MENARO and CO staff noted that preparedness planning efforts undertaken before the ISU was established as focal point were not sufficiently known or acknowledged in headquarters.

Discussions in the Istanbul workshop pointed to “...a lack of clarity in headquarters coordination, a tendency towards micro-management and corresponding elevated stress due to NYHQ pressure.”

The traditional distinction between Geneva as the humanitarian centre versus New York as the political centre broke down in this crisis, particularly with the establishment of the Executive Committee on Humanitarian Affairs (ECHA) and the knock-on effect on the role of the Geneva-based Inter-Agency Standing Committee. UNICEF and other UN agencies may need to think

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108 The Deputy Director reported that roughly 90% of her time in 2003 has been dedicated to Iraq. This included senior working level inter-agency discussions on the future of the OFFP, working on an inter-departmental committee that was charged with coming up with a paper on possible UN roles in Iraq for the SGI; similar consultation on reconstruction and planning and preparatory meetings for the reconstruction conference in Madrid.

through whether this blurring was temporary, may recur, or if there has been a permanent shift in roles, and then adjust to suit.

Because of the intensity of the consultation process in New York, and the engagement of the Security Council with the issue of Iraq, UNICEF New York was well placed compared with other UN agencies that have their HQ elsewhere, for example WFP (Rome) and UNHCR (Geneva). To some extent, UNICEF found itself acting as an informal information channel to these agencies\textsuperscript{110}.

The question was raised in the evaluation as to whether UNICEF HQ should have dedicated so much human resource to Iraq, a country with relatively good human development indicators in comparison with other developing countries. There are three reasons why such an investment was justified. First, there might have been a very severe humanitarian crisis in Iraq\textsuperscript{111} and secondly, given its political importance, UNICEF had no alternative but to ensure it could and did mount as effective a response as possible. Thirdly, the ISU was partly instituted so that any other emergency responses could be managed by HRU and EMOPS. UNICEF would probably need to make the same decision again about human resources should such a situation occur elsewhere.

\begin{center}
\begin{tabular}{|l|}
\hline
\textbf{12.4 UNICEF Structures – Summary Findings} \\
\hline
\begin{itemize}
\item It was appropriate for the RO to take a coordinating role in sub-regional EPRP and it seems to have been both effective and valued. The prior regional and emergency experience of both the Regional Director and the Regional Emergency Officer was important in the success of sub-regional coordination of EPRP
\item EMOPS Geneva played a key role, via the Senior Emergency Officer (SEO), in the development and rollout of the EPRP process within the sub-region
\item Setting up and maintaining the Iraq Support Unit was a sensible way of limiting the impact of the Iraq crisis on other teams in HQ. Communication between the RO and ISU was good but information sharing within HQ on New York developments on Iraq was probably too restricted, leaving some technical staff inadequately informed
\item In any future multi-country emergency response, regional management may be necessary, and the EPRP guidelines could usefully be updated to take this into account
\end{itemize}
\hline
\end{tabular}
\end{center}

\footnotetext[110]{In response to the New York focus, the Head of OCHA Geneva relocated there for the duration.}

\footnotetext[111]{Especially given that the entire population was dependent on a state subsidy system at the outset of the war.}
13. INTER-AGENCY COORDINATION

13.1 Contingency Planning

EMOPS Geneva helped the IASC to develop its inter-agency preparedness planning guidelines before the Iraq crisis emerged, and initiated and co-chaired the Inter-agency Planning Group on Iraq in Geneva with WFP, a contribution acknowledged by other UN agencies in Geneva.

13.2 UN Country Teams

UN Country Teams were the primary axis of coordination in individual countries. UNCTs were active in coordination in the lead up to the Iraq war, though some with more success than others. The multi-country nature and high profile of the crisis obliged UN agencies to work together for an extended planning period at country, regional and HQ levels. Coordination was less obvious and, perhaps, less necessary in the response phase. Informants described how, once the war began, each agency tended to operate on its own.

In agreement with UN regional directors and UNCTs, UNICEF took lead roles in country-level sector coordination, as follows:

**Table 7 – UNICEF In-Country Sector Lead Roles**

<table>
<thead>
<tr>
<th>Sector</th>
<th>Iraq</th>
<th>Iran</th>
<th>Jordan</th>
<th>Syria</th>
<th>Turkey</th>
<th>Kuwait</th>
<th>Saudi Arabia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nutrition</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WES</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CP</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mine awareness</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

In several cases, COs relied on the additional capacity from redeployed staff from Iraq and NGO partnerships to perform these roles.

13.3 Sub-Regional Sector Coordination

13.3.1 Sector Coordinators

UNICEF provided sub-regional coordination for WES, Nutrition, Education and Child Protection, bringing in seconded personnel from other organisations to fill the coordinator role for three out of four sectors. From February 2003, sector coordinators were provided by:

**Table 8 – Sector Coordinators Secondments**

<table>
<thead>
<tr>
<th>Seconding Organisation</th>
<th>Sector</th>
<th>Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>OXFAM GB</td>
<td>WES</td>
<td>February – end study period</td>
</tr>
<tr>
<td>UNOCHI</td>
<td>Nutrition</td>
<td>February – end study period</td>
</tr>
<tr>
<td>Education</td>
<td>NRC</td>
<td>2 secondments</td>
</tr>
<tr>
<td></td>
<td></td>
<td>March and April/May</td>
</tr>
<tr>
<td>Child Protection</td>
<td>UNICEF</td>
<td>Senior Protection Officer from Sudan</td>
</tr>
<tr>
<td></td>
<td></td>
<td>March 6 - May 9</td>
</tr>
</tbody>
</table>
UNICEF recruited high-level specialists into the inter-agency coordinating roles. In general, the expertise of the individuals concerned was appreciated and was seen to have added credibility to UNICEF’s role in inter-agency preparedness and emergency response in Iraq. The coordinators were located in the Coordination Unit, housed within and supported by MIG House. From February 2003, they reported to the Humanitarian Coordinator located in Larnaca, Cyprus.

Through its leadership of inter-agency sector coordination, UNICEF was probably in a position to exert influence over the analysis and agenda of the inter-agency effort in specific sectors, although it has not been possible to assess to what extent. Some sector coordinators reported that UNICEF staff did not understand that the coordinator’s job was first and foremost to fulfil the coordination function and only secondarily to support UNICEF or promote its interests. While there may be benefits to UNICEF in providing the sector coordinator in terms of influence, this does not mean that UNICEF can expect them to be partial in UNICEF’s favour. In the consultant’s view, UNICEF cannot assume that the sector coordinator will double as the manager of UNICEF’s sectoral programmes.

Some of the sector coordinators were quite clear that reporting to the Humanitarian Coordinator was nominal and unsatisfactory, as the HC was almost never available. The Humanitarian Coordinator made one visit to Amman in early March, facilitated by the UNICEF Regional Director, which proved helpful in clarifying responsibilities. Given that the HC was seldom in Larnaca, let alone Amman, the coordinators lost little by being based in Amman. On the other hand, they gained from the support systems provided by UNICEF in MIG House, and from Amman being a base for NGOs working, or planning to work, in Iraq.

UNICEF clearly went to some lengths to ensure that it was seen as an active leader of inter-agency collaboration. Several informants from the sub-region considered that UNICEF put too much effort into sector coordination at the expense of its own programmes. The Istanbul workshop concluded that “UNICEF took on the coordination role in too many sectors.” Whether UNICEF programmes were materially undermined by its taking on the leadership of sectoral coordination cannot be further assessed here.

During the conflict, NGOs started to arrive in Amman in large numbers, in readiness for entry to Iraq once hostilities were over. Most of these NGOs had no background in Iraq and their presence complicated sector coordination. UNICEF coordinators invested heavily in briefing and coordinating NGOs – an important but time-consuming contribution.

13.3.2 Water and Sanitation

UNICEF provided effective inter-agency coordination at sub-regional level with other agencies working in the sector, including ICRC, WHO, WFP, UNDP, CARE, and OXFAM. Reportedly, the close coordination between agencies was a factor in obtaining funding from ECHO. The coordinator’s dealings with the CPA in Iraq reportedly worked well because of good personal contacts with key officials in the authority.

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112 Unfortunately, it was not possible to interview Ramiro da Silva, the Humanitarian Coordinator.
113 Istanbul workshop report, Annex C, Section 2, Coordination.
114 Operational partners included OXFAM, NCA, CARE, and ICRC.
13.3.3 Nutrition

At a joint meeting with WHO in Cairo in February 2003, it was agreed that WHO would undertake the sub-regional coordination role for health, while UNICEF would lead on nutrition. UNICEF recruited an officer from UNOHCI to cover this role. A UNICEF Health Advisor was involved in preparedness activities and was located in Basra during and after the war, but then was transferred, leaving a gap until a new officer arrived. There were some differences between WFP and UNICEF over WFP’s role in supplementary feeding versus UNICEF’s role in therapeutic feeding. Agencies did coordinate their nutrition programmes and the coordination was reported by some UNICEF staff to have worked well, among other things, to resolve differences. However, some NGO partners reported to UNICEF that they consider coordination to have been ineffective. According to the sector coordinator, UNICEF responded well to the Iraq crisis, but could have brought more NGOs competent in nutrition on board at the preparedness stage, so as to be better prepared for the post-war phase.

13.3.4 Education

Overall, sectoral coordination in education seems to have been productive. Initially, a Task Force on Education was established between the UN agencies and NGOs, plus ICRC and IOM. This structure was changed when the new structure of Sector Coordinators reporting to the Humanitarian Coordinator came into force. Relationships between UNICEF and UNESCO were not always good, though the sector coordinator succeeded in bringing UNESCO into a joint planning process. The sector coordinator reported receiving good support from MENARO115.

In Iraq, there was no inter-agency coordination in Iraq before the war, and no UNICEF partners in education. Any dealings with government were carried out by the Iraq Programme Coordinator. After the war, an Education Forum was formed with the Programme Coordinator as Chair.

It was reported that UNICEF is increasingly appointed as the lead agency on education in emergencies116. Having a secondment to cover education such as those from NRC is unusual. Unlike WES or Health, there is no obvious NGO partner for UNICEF that can provide education programmes for emergencies or sector coordination. UNICEF should work to find such partners. UNICEF is already a member of the Inter-Agency Network for Education in Emergencies, a grouping that should allow such partnerships to be explored.

13.3.5 Child Protection

The inter-agency coordination of Child Protection is reported to have been very productive. The Inter-agency Working Group on Separated Children was sequestered as the planning group for Iraq. The six member agencies117, while having differing concepts of protection, worked together closely to formulate policy and agree common procedures relating to, for example, registering and referring separate children and child prisoners of war. In practice, there were no separated children in Iraq, so the mechanisms were not required, but coordination continued at all levels, with UNICEF playing a leadership role.

115 Only one of the two NRC seconded staff has provided feedback.
116 The only other UN option being UNESCO, which is not seen as having the operational capacity to fulfil this role.
117 UNICEF, UNHCR, ICRC, IRC, Save the Children, World Vision International. One of the benefits of the group has proven to be a growing understanding of each agencies differing understandings of “protection”.
This collaboration is important for UNICEF, partly because Child Protection is a relatively new area for all agencies and child protection in emergencies is not yet clearly defined. UNICEF can share learning with partners in the inter-agency working group with a view to improving practice and guidelines together and allowing UNICEF to build on its guidance materials, which currently tend to focus on orphans, tracing\textsuperscript{118}, and child combatants.

13.3.6 ICT

UNICEF was an active player in the Working Group on Emergency Telecommunications (WGET). A working core group of the WGET was established with participation of UNICEF, OCHA, WFP, WHO, UNHCR and UNDP. From this group, coordination for the countries in the sub-region (including Iraq) was established. UNICEF had the telecoms coordination role for Jordan and Syria. In late 2002, the IASC group assigned WFP the task of coordinating a common preparedness plan for the region for ITC. There were some frustrations with a lag in internal communications within UNICEF (to ITC) regarding this IASC decision. There were reportedly some delays and frustration for all agencies stemming from differences between WFP and other WGET members over an initial proposal.

13.4 Sub-Regional UN Coordination

At a sub-regional level, the three main operational UN agencies (UNICEF, WFP, and UNHCR) took a lead in sub-regional coordination through their respective regional directors. This was an unprecedented step. As the profile of the crisis grew, the coordination focus moved first to the Head of OCHA in Geneva for the last quarter of 2002 and subsequently to the Humanitarian Coordinator, from early 2003. The HC established a coordination centre in Larnaca, Cyprus\textsuperscript{119} while UNICEF kept its coordination unit in Amman, unlike WHO and WFP, which maintained regional coordination bases in Larnaca.

Weekly phone calls from October 2002 between Resident Coordinators, OCHA, and Regional Directors (WFP, UNICEF and UNHCR) were seen as effective by the UNICEF Regional Director, both for coordination and for teambuilding in the sub-region.

13.5 Headquarters

Inter-agency preparedness planning for Iraq began in April/May 2002. In October, an inter-agency meeting was organised by the IASC and hosted by ICRC. The so-called Versoix 1” meeting was designated as a non-meeting, where non-delegates just happened to be in the same place at the same time. The meeting came close to be vetoed by the UN Secretariat because of the sensitivity of the UN being seen to prepare for conflict\textsuperscript{120}. This was the first inter-agency planning meeting outside MENA and was said to have achieved a high level of consensus on scenarios and the respective role of the agencies, acting as a catalyst for further in-region coordination. UNDP Resident Coordinators were not invited to Versoix 1, but were present at a second Geneva meeting, held on 12-13 January 2003.

UNICEF was an active member of the New York-based Steering Group on Iraq (SGI). Remarkably, as originally constituted, the SGI did not include UNICEF or WFP in its membership! Once this was remedied, UNICEF was successful in bringing operational issues

\textsuperscript{118} Separated children is on of the CCCs for Child Protection.
\textsuperscript{119} Selected because of its relative proximity to Iraq but in a location outside the Arab world.
\textsuperscript{120} UNSECOORD went to the meeting to say it should not be happening.
to the table, focusing discussions on the humanitarian implications of the scenarios under consideration. UNICEF was vocal and effective in bringing the issue of the role and security of UN national staff to the table, which apparently was not being considered by other agencies. UNICEF contributed to the Humanitarian Coordinator being given a key role in influencing the discussions and the agendas of the SGI.

For its part, the UNICEF benefited from its participation in SGI through its “direct access to the dynamics and processes of the thinking and debate on policy issues”\(^\text{121}\). A drawback of being part of the SGI, as with some other aspects of coordination, was the time input required, especially for senior managers. The SGI itself was later criticised for becoming a decision-making group rather than an advisory one and for being out of touch with regional and country decision-making. For example, “…there was a lack of vertical information flow between the Steering Committee…and the field…The Turkey country team felt second-guessed throughout.”

It is debatable whether UN planning was helped or hindered by the New York focus and this could usefully be considered by an inter-agency evaluation. According to the Istanbul workshop report, “It is felt that UN and UNICEF headquarters lack an understanding of the region. Specific mention was made of lack of understanding of Middle East politics and the “Arab street dynamic”\(^\text{122}\).

### 13.6 Partnerships\(^\text{123}\)

Feedback collected on UNICEF’s UN partners was as follows:

<table>
<thead>
<tr>
<th>Agency</th>
<th>Performance/Relationship</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNHCR</td>
<td>Determined not to be caught off guard as in Kosovo, it made ambitious plans for all surrounding countries to receive large numbers of refugees. There were some clashes with UNICEF over differences of mandate. Generally good cooperation, except with less experienced UNHCR staff. The Iraq crisis came at a time when UNHCR was very short of funds.</td>
</tr>
<tr>
<td>WFP</td>
<td>WFP were well prepared. Good cooperation overall. In Iraq, WFP was said not to have fully cooperated with nutrition coordination.</td>
</tr>
<tr>
<td>OCHA</td>
<td>Mixed messages; OCHA role in Jordan positive, especially in helping to coordinate incoming NGOs. Weekly regional teleconference and information coordination in Iraq appreciated. Negative feedback normally related to OCHA’s late arrival and subsequent search for, or attempted imposition, of a coordinating role after other mechanisms were already in place.</td>
</tr>
<tr>
<td>UN Country Team Coordination</td>
<td>UNCT worked well in Jordan, and to some extent in Iran. In Iraq, coordination worked within the UNDG, but its effectiveness was diluted by non-operational agencies as the crisis approached. Coordination was less satisfactory in Syria and Turkey due to disputes over mandate or personality, or inexperience of some agency heads.</td>
</tr>
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\(^{121}\) Steering Group on Iraq, Email from Anupama Rao Singh, 11 November 2003.

\(^{122}\) Istanbul workshop report, Annex C, Section 3.

\(^{123}\) Other partnerships not covered here: comments on individual governments as UNICEF partners are omitted; there is insufficient information to provide a sensible comment on each NGO partner.
Mixed feedback on role of Resident Coordinators. Some very active, others hostile and/or out of their depth.

<table>
<thead>
<tr>
<th>Resident Coordinators</th>
<th>UNJLC</th>
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<tbody>
<tr>
<td></td>
<td>The UNJLC provided a very useful role in cross-border operations by providing free air cargo services into Iraq. UNICEF benefited from direct flights including from Copenhagen as well as Jordan-Baghdad and Jordan-Basra regional cargo. The UNJLC contribution to overland cargo was less useful. They were a useful forum for inter-agency logistics discussions with the Jordanian authorities and the Coalition. Negative feedback was received on their contribution in Iran.</td>
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</table>

The Red Cross Red Crescent Movement is an important partner in the sub-region. In Iraq, ICRC has been a key partner, sharing responsibilities in water and sanitation, child protection and mine awareness. Most COs have dealt with their respective Red Crescent national societies over Iraq. Sometimes this relationship has been productive, other times not. COs tended to describe the RC as somewhat secretive and very close to government. Given the breadth of the RCRC network, and the chances of it being a partner in almost every country in the region, any general concerns could usefully be taken up with the IFRC in Geneva to address any common issues and improve the working relationship.

13.7 Improving Coordination

Making inter-agency coordination work at country, regional, Geneva, and New York levels is clearly a challenge. It is acknowledged that inter-agency coordination is essential, though it was frustrating for some UNICEF managers to work with agencies that only arrived when it was clear funding would be available, insisted on being included, required orientation, and then produced no tangible response to the emergency.

As noted above, there were also frustrations over the UNDP Resident Coordinators, some of whom were said to have performed well in their role as Humanitarian Coordination while others showed a lack of skill and inclination. In the same way, OCHA was seen as making a valuable contribution in some places and as an obstacle in others. As long as the role and resourcing of OCHA remains weak, the frustrations and inefficiencies in inter-agency coordination are likely to continue. The Iraq case shows that UNCTs can be an effective coordination forum and that UNICEF, UNHCR and WFP acting together at regional and country level can improve operational coordination. Ideally, decisions taken at regional level on sectoral leadership or overall leadership of coordination should match the competence of the agencies in the country. For example, coordination in Saudi Arabia was assigned to UNDP, while UNHCR clearly had more capacity to lead the coordination.

13.8 UNICEF Contribution to Coordination

Apart from its own response capability and its mandate for mothers and children, UNICEF has other distinctive contributions to make to inter-agency coordination. UNICEF played a role in linking government capacities to UN contingency planning in all countries. In Iran, UNICEF found itself having to champion a human rights approach that other agencies, despite lip service, were not taking seriously. If the Iraq experience is anything to judge by, and as HRBAP is applied increasingly to emergency contexts, UNICEF is likely to find itself acting as an advocate for human rights based approaches in future UN coordination fora.
**13.9 Inter-Agency Coordination – Summary Findings**

The role of EMOPS Geneva in the leadership of inter-agency contingency planning for Iraq was acknowledged by other UN agencies.

UNICEF played an active role in UN coordination at country, regional and HQ levels and made a substantial contribution to sector coordination in the sub-region, while perhaps taking on too many sectors. UNICEF could not be said to have worked in isolation.\(^{124}\)

Inter-agency sub-regional sector coordination was an innovation for this crisis and the UNICEF experience indicates that this could well be a useful model for the future. The use of seconded experts for sectoral coordination worked well.

- The increasing emphasis on New York as the locus of decision making as the Iraq crisis drew closer was probably inevitable given the political nature of the crisis but it did not necessarily improve the quality of contingency planning as sub-regional political and programme perspectives became increasingly remote.
- The Red Cross Red Crescent Movement is an important partner in the sub-region. Any general concerns UNICEF has about its relationship with RC national societies should be taken up with the IFRC in Geneva.
- UNICEF was in danger of compromising the quality of its own sector programmes in Iraq by assuming the inter-agency sector coordinator would double as the UNICEF sector programme manager and not recognising that these are separate functions.

UNICEF should seek to establish key NGO partnerships for Education and Nutrition. An inter-agency evaluation could usefully consider how the lead agency for any country and emergency is chosen and further clarify the lead role vis-à-vis the Resident Representative role and the task and resourcing of OCHA.

- An inter-agency evaluation could usefully consider whether there should be funding within the Consolidated Appeal Process (CAP) to support inter-agency coordination and for the establishment of robust UN telecommunications and logistics.

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\(^{124}\) It emerged during the evaluation that UNICEF has been stung by past criticisms that it was not adequately involved in inter-agency coordination, and is trying hard to correct this impression.
14. POLICY ISSUES

14.1 Humanitarian Principles

Humanitarian action is based on three universally recognized humanitarian principles: the humanitarian imperative, neutrality, and impartiality. The ability of UNICEF and the UN to hold to these principles was tested before and during the Iraq war. From well before the war began, the UN faced more than one dilemma — whether to be seen to prepare for a crisis that the Security Council was working to avoid, whether to work with or around the Coalition’s offer of security cover for humanitarian relief through Kuwait, and whether to accept funding from belligerent nations that are also prominent donors to UNICEF and permanent members of the UN Security Council.

While UNICEF appears to have strived to act in line with its espoused humanitarian principles, all these issues had the potential to compromise its neutrality, and several interviewees felt that these principles were in fact compromised. UNICEF did work under the Coalition’s security cover and did take funding from the belligerents. The Istanbul workshop concluded: “UNICEF advocacy for, and respect and defense of humanitarian law and principles was considered weak.”

As part of the UN family, UNICEF is associated with the actions of other member agencies, including those that take more expedient solutions to the delivery of aid. In the case of Kuwait, the supply route proved contentious because agreeing to its use was seen by some agencies as an alignment with the Coalition. WFP was the first to agree to use this route, which some in UNICEF felt was regrettable, making it much harder for other agencies to hold out for separate humanitarian entry points.

The UN now finds itself in a very difficult position with the breakdown of the concept of "humanitarian space" arising from its compromised position vis-à-vis the military in Iraq (and perhaps Afghanistan). Informants both inside and outside UNICEF raised the question of whether the inter-agency preparedness process had helped politicians and the military in the US and UK to make the final decision to go to war, on an assumption that that the emergency needs of civilians would be answered.

Again, as raised in relation to media communications, the level of concern at different levels within the organisation suggests that UNICEF has not adequately addressed establishing and communicating a policy position to its staff.

14.2 Civil/Military Relations

Determining how closely to deal with occupying powers was a dilemma for UNICEF management. UNICEF and the CPA attended meetings on a variety of subjects. On

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125 Istanbul workshop report, Annex C, Section 3.
126 It is worth noting that the UNICEF EMOPS post of Chief of Humanitarian Policy (P5) was vacant from January to June 2003, a critical period requiring senior-level policy articulation and advocacy.
127 The UNICEF Iraq OIC, who acted as representative for the UN during the war, is concerned that he should not have had contact with the CPA, despite assurances from management that he had little choice.
occasion, military/CPA attended the UNICEF Baghdad office carrying guns\textsuperscript{128}, which made staff very uncomfortable, but this was still seen as preferable to having to go to the CPA office.

The US and UK, as the Occupying Power, had legal responsibilities under international law that they failed to meet by not providing an adequate security umbrella for humanitarian operations, something they were capable of doing.

Before March 2003, there was no open discussion with the military. The level of behind-the-scenes discussion between the UN and the military is unknown but it did not result in a clear understanding between the two parties as to how humanitarian assistance could be provided and protected. As a UNICEF submission to the UK House of Commons stated:

“The confusion of roles between these two major stakeholders has significantly and negatively impacted on the support and assistance provided to the civilian population in the immediate aftermath of the conflict… it is clear by now that the time and energy spent on both sides in order to achieve this could surely have been put to better use would the roles of the respective stakeholders not have been unnecessarily blurred and better planned.”\textsuperscript{129}

The UN guidance on civil-military relations\textsuperscript{130} does not seem to be sufficiently clear. For example, it states: “Agencies must ensure that their operational independence is guaranteed at all times...” (p1). This begs the question of operational independence according to whom? A proportion of the Iraqi population did not see the UN as being operationally independent, even if the UN did. UNICEF did not have an agreed approach on how to maintain a separate identity.

“For UNICEF, both the Iraq Representative and I (the Iran Representative) wanted Iran to be used to avoid UNICEF being identified with the occupying forces, but we did not succeed to establish this as a common approach.”\textsuperscript{131} “A perception of too close an affiliation with the operations or objectives of any military forces or other representatives of the belligerent parties may impact negatively on the security environment...”(p2) – and indeed it did. “Maintain a clear UN identity at all times e.g. only travel in clearly marked UN vehicles, clearly mark offices and relief supplies.” (p6). During and after the war, national staff in Baghdad opted not to use UN marked vehicles, as they felt safer being more anonymous.

Other areas are clearer. Guidelines stated: “No UN staff to be physically collocated or to establish offices within HOC facilities” (p3). The UN ensured this was the case. They similarly state: “...too close an affiliation with the DART teams may undermine the perception of the UN’s neutrality and impartiality...UN agencies should establish a “principled yet pragmatic” relationship with the DART teams.” (p5). UNICEF kept the DART teams somewhat at arm’s length and did not undertake joint assessment missions. The presence of the DART teams operating from Kuwait was felt to have further blurred the line between the armed forces and the humanitarian agencies.

The IASC guidelines on use of military/civil assets were respected by UNICEF — at least in refusing an offer of military transports\textsuperscript{132}. A revised set of guidelines was issued for Iraq, but only in April 2003 after the start of the conflict. Based on a comparison between the standard

\textsuperscript{128} They were asked to leave their guns at reception and retrieve them after the meeting.
\textsuperscript{129} UNICEF Input to House of Commons International Development Committee Hearing on Iraq, 10 June 2003.
\textsuperscript{132} Although UNICEF did use military transports indirectly, as they were part of the cargo fleet used by UNJLC to move supplies from Jordan into Iraq.
and revised guidelines, EMOPS concluded that the Iraq set pushed the guidance further towards accepting the use of military assets.

The UN needs, but does not have, guidelines for working under occupation. In developing such guidance, it may be able to draw on its experience in the OPT. If UNICEF has to work again under an occupation, it needs to consider further how national staff can be trained to take on more responsibilities.

14.3 Human Rights and HRBAP

As a matter of policy, UNICEF has been working to apply the 1989 Convention on the Rights of the Child to its work for children and mothers. “UNICEF has worked to identify and promote ways in which normative processes of international human rights law can inform and guide practical actions in favour of children and women.”

Human rights based approaches to programming (HRBAP) were mentioned very little by interviewees, other than those in Geneva/New York HQ. In the sub-region, the language of HRBAP does not feature strongly in contingency planning documents (with exceptions), leaving the impression that HRBAP was not a strong factor in preparedness planning.

The Jordan CO’s contingency plan 2002 cites a set of “common principles” for UNICEF EPRP. On the whole, these principles were adhered to in contingency planning and in emergency response. For example, UNICEF acted to support and enhance the capacity of host governments through their contingency planning and training. UNICEF acted in collaboration with other UN agencies. Links between emergency and development programming were considered. However, UNICEF’s role in strengthening “the capacities of rights-holders to make claims and uphold their rights in emergency situations” was less well articulated.

The initial phase of the response in Iraq was a humanitarian effort to meet basic needs and save lives. According to a recent UNICEF discussion document, “The majority of children who die as a result of armed conflict do so because of lack of access to basic social services,

133 “Programme Co-operation for Children and Women from a Human Rights Perspective, 5 April 1999”.

134 Principles cited were:
- Rights based approach
- Humanitarian principles – humanity, impartiality, neutrality, independence, empowerment, protection and accountability. Staff are expected to act accordingly.
- Emergencies are inseparably linked to development, and are, therefore, part of UNICEF Country programmes.
- Governments are responsible for any emergency response for their citizens, and are therefore partners in emergency preparedness and response. UNICEF’s role is to support their capacity to do this, and to respect, protect and realise universal rights of children, and strengthen capacities of rights-holders to make claims and uphold their rights in emergency situations.
- Particular attention is given to the most vulnerable and disadvantaged people in an emergency.
- In assessing local vulnerabilities and needs, any response must take cognisance of local wishes, skills and resources.
- Response activities should strengthen the capacities of communities to analyse, assess, set priorities, take action and monitor outcomes at a local level, giving special attention to participation by youth.
- UNICEF aims to plan and act collaboratively with other UN agencies, local and international NGOs and civil society groups, evolving common strategies and coordinating action.
- Humanitarian response must be appropriate to the level of need.
- Everything possible should be done to ensure the safety of UNICEF staff.
including health, nutrition, water and environmental sanitation, and basic education.”

With regard to Iraq, the UNICEF analysis was that “…the level of poverty, food dependence, and conditions of the basic services creates a vulnerability in which disruption could precipitate exceptional emergency conditions, particularly if basic service systems collapsed…”

The Iraq EPRP plan prepared in September 2002 made reference to rights. It states: “The overall objective of UNICEF’s emergency planning is that children and women’s survival and well-being (fulfilment of their basic rights) are assured in whatever emergency situations develop”.

The key words here are "basic rights".

The opening of the Flash Appeal for Iraq of March 28 2003 states, “Without rapid humanitarian assistance in health, nutrition, water and sanitation and primary education, child and maternal deaths are likely to increase sharply”. The emphasis here is on a life-saving rather than a human rights discourse, which does not appear in the Appeal document. Instead the document focuses on the reduction of risk through the maintenance of services. A comparison of the EPRP document and the Appeal illustrates an important policy issue — is UNICEF aiming to fulfil rights other than "basic" rights in emergencies?

It was reported from Geneva that some humanitarian agencies are finding it difficult to apply a rights-based framework to humanitarian response, and one agency has said that it may stop using it. UNICEF may find itself having to coordinate with other UN and non-UN agencies that do not see HRBAP as part of humanitarian programming (as reported from Iran). If so, this would not accord with recent UN reforms that take human rights as the basis for its agencies’ mandates, including UNICEF with its emphasis on the Convention on the Rights of the Child.

In Iran, UNICEF advocated for the human rights of potential refugees with the Iranian government. The CO noted a number of areas of disagreement that illustrate well some of the challenges to going beyond the meeting of basic needs to fulfil human rights in refugee/IDP situations:

- "Accountability — children were to be considered recipients of aid in the same way as adults, and no special focus on their rights to protection was accepted
- Universality — the painful aspect of girls’ segregation
- Indivisibility — only basic survival rights were considered, in an “army-like” camp configuration within humanitarian access."

From EMOPS perspective human rights based approaches were not sufficiently clearly expressed in the sub-regional and some country contingency plans and are frustrated by responses such as, "I can’t talk about human rights now, I have an emergency to deal with”.

Is this just about language, or is there a justifiable concern about substance? While the EPRP guidelines and the Iraq and sub-regional preparedness plans do not contain any significant dialogue on human rights, this does not mean they are inconsistent with HRBAP. On the other hand, it does indicate that the EPRP process needs strengthening to include a clearer rights analysis within contingency plans.

136 E-mail from Everett Ressler, 29 October 2002.
Existing policy on HRBAP clearly establishes that there is no hierarchy of rights, yet the concept had currency in the Iraq EPRP process. UNICEF is aware of the need to explain further how HRBAP applies to emergencies and to clarify the difference between a rights-based and a needs-based approach to emergencies. “Although UNICEF has adopted the HRBAP in all its work, there still seems to be a general lack of understanding and/or capacity on this approach in the organisation…UNICEF needs to continue to familiarise staff with this approach, to demystify it, while also promoting its applicability in humanitarian crises.”139 There is no shortage of conceptual assertions around the import of HRBAP140. According to EMOPS New York, the discussion paper on the application of HRBAP in emergencies developed for the September 2003 consultation in Quito is being finalised. A forthcoming Executive Directive on HRBAP will aim to ensure its application in humanitarian contexts, and this will be supported by new methodologies and tools for HRBAP due for release in 2004.

14.4 Core Corporate Commitments

UNICEF introduced the Core Corporate Commitments (CCCs) to improve its dependability in emergency response. The CCCs were widely used in preparedness planning for Iraq by all Country Offices involved. (They were the only corporate policy to make a prominent appearance in the planning process.)

To what extent were the CCCs met in this case?

- Rapid assessment was not required for preparedness because of the long lead time and the body of information already available on women and children in Iraq before the war. Rapid assessments were undertaken during and after war, though with limited geographical coverage.
- Coordination was attempted in all countries and at all levels by UNICEF and was performed well in most cases.
- UNICEF’s programme commitments followed on from prior experience in Iraq.
- Operational commitments — the development of detailed mechanisms and action plans for all aspects of operations meant that these commitments were well covered in general.

UNICEF HQ acknowledges that the CCCs are still too broad and work is ongoing to refine them. The lack of performance indicators for CCCs is also being addressed. As of November 2003, a new draft of the CCCs was available.

One external informant with an overview of the Iraq emergency wanted to see further clarity from UNICEF not so much on how UNICEF would respond to an emergency but on whether it would respond — "How do we know UNICEF will be there (and, by implication, would it be there in time)?"

139 Ibid, p12.
140 For example, from the Medium-term strategic plan for the period 2002-2005, “The rights-based approach to programming …entails the application of child and human rights principles, such as universality and non-discrimination, the best interest of the child, indivisibility and interdependence of rights, to all areas of programming for children and women”, and “An important component of rights-based programming is the right to participation.” (p33). Also “A Human Rights Based Approach to Programming places equal emphasis on outcomes and the process by which outcomes for children and women are achieved. Participation, local ownership, capacity development and sustainability are essential characteristics of a human rights-based process.” Martigny II, EMOPS (p2).
14.5 Policy Issues – Summary Findings

- UNICEF staff perceive that the organisation’s neutrality was undermined by the collaboration between the UN and the Coalition of military forces invading Iraq without UN Security Council sanction.
- UNICEF needs to work with other UN partners on how the integrity of the notion of humanitarian space can be revived, for the sake of its neutrality, its continued work in conflict zones, and the safety of its staff.\footnote{It is reported (as of January 2004) that UNICEF will be taking part in an ICRC-initiated process to clarify what humanitarian space is and how to preserve it.}
- The Iraq experience illustrates the need for UNICEF to clarify the application of Human Rights Based Programming Approach to emergencies. The evaluation supports UNICEF’s ongoing efforts to devise relevant instructions, guidelines and tools.
- The Core Corporate Commitments were used as a basis for the EPRP process and early indications are that they were being met by UNICEF’s response. Concern over the breadth of the CCCs was raised in the Istanbul workshop which concluded that “UNICEF willingness to intervene in all programme areas was seen as stretching capacity beyond what was effective, particularly in the early response.”\footnote{See Istanbul workshop report, Annex C, Section 4.}
15. ASSESSMENT AGAINST EVALUATION CRITERIA

The TOR requires that UNICEF’s preparedness and response in Iraq be assessed against three criteria, relevance, efficiency, and effectiveness, while recognising that the early end date for the study period makes any judgements in this regard tentative. These criteria have been used implicitly in much of the analysis above. Additional comment is offered on each criterion below.

15.1 Relevance

UNICEF’s pre-war experience and databases of information from its monitoring role in Iraq meant that it was well informed about needs in Iraq. UNICEF adopted a range of practical measures to:

• Mitigate the effects of war, including vaccination and information campaigns, placing children from institutions with families and pre-positioning of WES equipment and teams
• Prepare in the event of a crisis, including comprehensive and integrated UNICEF and UN planning and preparedness actions to locate staff, adapt systems, pre-position supplies and upgrade ICT
• Respond in a timely fashion, including provision of water, hospital and school rehabilitation, back to school campaign, and assistance to orphanages,

These measures appear to have been wholly relevant to the situation. Some interviewees questioned the relevance of more marginal activities — garbage collection for example — but even here, a case could have been made for UNICEF’s involvement given the health risks.

UNICEF may be able to sharpen the relevance of its interventions by better interpreting human rights based approaches to emergency response and thereby more fully address a wider range of human rights considerations than were encompassed under the Iraq preparedness planning concept of “basic rights”.

15.2 Efficiency

Good use was made of human resources from within the sub-region. UNICEF’s flexible design for cross-border operations meant that supplies could be shipped into Iraq when no longer required at the border, assisting an efficient use of resources. Logistics appears to have been efficiently handled in general, though some shipments were said to have taken longer than they should. UNICEF established multiple supply routes into Iraq and was therefore in a position to choose the most cost-effective supply route, but did not always do so for a mixture of practical and political reasons, as explored in the report.

UNICEF’s authorisation and contract procedures diminished the efficiency of its operations by causing delays. UNICEF staff were not familiar enough with ProMS and finance and administrative systems in general.

The sub-regional EPRP process was costly because groups of people were travelling to different cities within the sub-region for meetings every 6-8 weeks. Given the scale of the funding for preparedness and response, this was a reasonable cost, although with the benefit of hindsight, the repetitive nature of these meetings may have been somewhat wasteful. This level of investment could only be justified for a potential major multi-country emergency.
15.3 Effectiveness

UNICEF was able to take a number of steps to substantially alleviate the suffering of people in Iraq during and after the war. UNICEF worked in the same sectors during and after the war as it had done before, thus making the most of its expertise, contacts, and partnerships.

It is likely that UNICEF made a significant contribution to keeping water and sewerage systems operational before, during and after the war. By inference, it also likely that the level of water-borne disease was reduced by UNICEF’s support to the water and sanitation sector, and it is possible that lives were saved. Provisions made before the war allowed UNICEF contractors to respond quickly to water and sewerage system breakdowns resulting from the war.

In the same way, interventions in health and nutrition are likely to have made a significant contribution to the health and well-being of a portion of the population of Iraq, perhaps as much as 10%. Several million children were vaccinated against polio, measles, and DTP. UNICEF’s contribution to the maintenance of hospitals may have saved lives. With UNICEF assistance and using pre-positioned supplies, therapeutic feeding programmes were progressively restarted after the war and very likely reduced malnutrition.

Through the Back to School Campaign and the provision of School in a Box, the printing of exam booklets and the rehabilitation of schools, UNICEF has helped get the education system back to normal, which UNICEF sees as a key protection strategy for children.

Media coverage was substantial, though its effectiveness cannot be assessed here. It is likely that it strengthened UNICEF’s fundraising for Iraq because high-quality and timely information was available on the situation in and around Iraq.
16. RECOMMENDATIONS

A number of recommendations follow from the analysis presented in the report. Footnotes show the links to parallel recommendations from the Istanbul workshop.

16.1 Improving EPRP

A number of steps are proposed for the further development of EPRP.

Guidelines

- Update the guidelines to distinguish more clearly between early warning, scenario planning, contingency planning, preparedness actions, and mitigation actions.
- Include HRBAP and humanitarian principles more clearly into EPRP guidelines once their application to emergencies has been more clearly articulated. (See HRBAP recommendation below).
- Modify guidance and EPRP planning formats to include more elements from logframe-type planning, in particular to allow for further definition of the intended outcomes from emergency responses and means of verification, i.e. how these outcomes are to be assessed.
- Regional and sub-regional EPRP exercises should set out the arrangement for regional management of emergency preparedness and response, where the geographical scope of a crisis requires it.

Partners. Under the CCCs, UNICEF is committed to ensuring that an appropriate emergency response is made to emergencies, but not necessarily to delivering the response itself, which is sometimes beyond UNICEF’s capacity in any case. It is therefore important to bring the principal UN and NGO partners in that country into the preparedness planning process, so that their knowledge and capacities can be taken into account and they can be included in detailed planning.\(^{143}\)

Regional EPRP. It is proposed that an EPRP exercise is conducted at regional level. This will be similar to a country-based planning exercise — looking at regional context, assessing risks and scenarios at regional level. The difference would then be in determining what capacity the regional office needs in order to support one or more COs in responding to certain scenarios.

Global EPRP. In order for UNICEF to develop its global preparedness and emergency response capabilities, and to develop a corporate strategic plan for meeting the CCCs, it is proposed that a Global EPRP exercise is undertaken. As well as country and regional level EPRP, the organisation requires mechanisms for emergency response to which all parts of the organisation contribute. A global EPRP exercise would not consider the consequences of any one emergency, but consider the likely types of emergencies, where they might occur, and how UNICEF can respond. A global EPRP exercise should also lead to the development of a set of performance targets for emergency response, for example for recruitment, supply of equipment, and response times for administrative approvals required to achieve the CCCs.\(^{144}\)

\(^{143}\) See Istanbul workshop report recommendation 38, 39 and 42.
\(^{144}\) See also the discussion in 3.11.
Intranet. Speed up the process of making the EPRP guidelines available on the UNICEF Intranet, with online forms and guidance materials available for completing the planning documents.

16.2 Improving Human Resource Systems

Surge Capacity. UNICEF requires better-managed registers of internal and external expertise for emergency response. The following are proposed:

- From a Global EPRP exercise, UNICEF to determine the numbers, types, and locations of personnel to support countries and regions, taking into account any regional preparedness capacity already developed.

Proactive management at HQ and regional levels to ensure that the registers are populated and kept up to date

DHR and EMOPS to agree how targets for surge capacity are to be met. (Given that this represents a departure from the way surge capacity has been provided up to now, senior management backing will be required for such an initiative to be successful145).

Secondments. As part of its upgrading of its emergency response capacity, UNICEF has the potential to increase the number of individual secondments and agreements with seconding agencies. UNICEF already has standby agreements with NRC, DRC, SRSA, and RedR. It is reported that these arrangements are in the process of being enhanced. UNICEF should dedicate resources to exploiting the potential of such agreements and set clear targets for numbers and types of external stand-by personnel.

Psychological Support. It is recommended that psychological support to staff involved with Iraq is reviewed by contacting individual members of staff for non-attributable feedback on the quality of the services received, on whether counselling was available and, if so, why offers of counselling offered were or were not taken up.

16.3 Media Communications

The Iraq experience has shown that UNICEF staff did not understand why UNICEF was constrained in the types of public messages it could put out in defence of the rights of children in Iraq. It is recommended that further guidance or briefing material be prepared to inform staff members of what messages UNICEF can communicate and in what ways. Areas covered should include: The constraints of being part of the UN; why anti-war messages are inappropriate; why UNICEF must avoid conjecture and hyperbole; and, more positively, how UNICEF seeks to advocate through its public communication.

16.4 Key NGO Partners

UNICEF Education and Nutrition sector do not have key NGO partners, though there are suitable candidates for both sectors: CARE, WVI, Save the Children, etc. It is recommended that the relevant sector specialists in UNICEF HQ take time to investigate possible key partners and negotiate MOUs with them.

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145 See also Istanbul workshop recommendations 43, 45, 47.
16.5 Clarifying HRBAP In Emergencies

UNICEF is already aware of the need to improve the understanding of HRBAP in emergencies. A consultation process including policy advisers and staff with current or recent emergency field experience is already under way. UNICEF’s initiatives to issue new instructions, guidance and tools on HBRAP in emergencies are endorsed. Any new guidance must be rooted in practical programme considerations, with examples. As part of the same initiative, UNICEF should clarify rights-based versus needs-based approaches to emergencies.

16.6 Streamlining ProMS

UNICEF’s management of finances in the Iraq crisis indicates that the system needs to be both simpler and more flexible for use in rapidly changing emergency situations where quick decisions are needed. In order for ProMS procedures to become more streamlined, one or more staff members from EMOPS with practical emergency management experience should join the ProMS Reference Group. These staff must be able to give attention to detail, be ready to take part in iterative discussions over a period of months, and be available to test prototypes. In addition, EMOPS should attend the OGM. Programme staff have an open invitation to join these consultations and the opportunity should be grasped. EMOPS should consult COs working in emergencies about how ProMS needs to be modified.

16.7 The Wider UN

Areas for further debate and evaluation within the wider UN family include:

1. Coordination. Both good and bad examples of inter-agency coordination were identified in this evaluation. In some countries, the performance of both Resident Coordinators and OCHA was well received. In others, lack of skill or interest was reported on the part of UNDP Resident Coordinators, while lack of funding, late arrival and an unclear mandate undermined OCHA’s performance. These failings are not new. A wider inter-agency evaluation could make use of the Iraq experience to further explore continuing weaknesses in UN coordination and propose further improvements, including a clarification of how the lead agency for any country and emergency is chosen and how the agency lead role fits with the Resident Representative role and the task of OCHA.\footnote{See also Istanbul workshop recommendations 9 and 13.}

2. Neutrality and Humanitarian Space. Recent conflicts in Afghanistan and Iraq have undermined the concepts of the neutrality of humanitarian agencies and "humanitarian space", whereby humanitarian assistance can be provided in a safe, impartial environment. UNICEF needs to continue to be an active participant in UN and IASC debates, defending humanitarian principles and finding ways for their integrity to be restored. UNICEF participation in ICRC’s recent initiative to clarify "what humanitarian space is and how to preserve it" is encouraged.\footnote{See also Istanbul workshop recommendation 76.}

3. Working under Occupation. The UN needs to develop guidance on working under military occupation. This will need to cover, amongst other topics, how to maintain neutrality, and how to manage security considerations.
4. **Human rights based approaches.** It was reported that some agencies are not finding it easy to apply human rights based approaches to emergencies. While clarifying its own guidance, UNICEF should initiate a debate with other agencies on how they apply HRBAP in emergencies. If human rights based approaches are abandoned by some agencies, or given only lip service by others, UNICEF will face an uphill battle when working closely with UN or other partners in emergency situations.

5. **Consolidated Appeal Process (CAP).** There is an argument for funding within the CAP to support both inter-agency coordination and the establishment of robust telecommunications networks.

### 16.8 Other Recommendations

**Regional Communications.** UNICEF needs a new communications strategy for addressing the media in Arab countries, taking into account the significance of the Israeli-Palestinian conflict\(^{148}\).

**Regional Emergencies.** For emergencies with regional or sub-regional scope, Regional Directors should play a stronger role in ensuring the appropriate staff capacity is in place in each CO.

**Donations-in-Kind.** UNICEF should explore how to increase its fund-raising for emergencies through donations—in-kind, by tapping the experience those agencies already successful in this area.

**National Staff Security.** National staff should be more fully involved in security discussions\(^{149}\).

**Accountability for Security.** UNICEF should consider what additional support Representatives need to fulfil their role as security managers and to strengthen RO supervision and CO management accountability for security\(^{150}\).

**Sector Coordination.** Where UNICEF intends to provide inter-agency sector coordination, it must ensure that its own sector programmes have adequate programme management capacity. It should not assume that the coordinator can provide UNICEF programme management capacity as well, especially where the coordination role is demanding, for example where there are multiple agencies to coordinate.

**Warehousing.** Custom-bonded warehouses should be used for shipments all or part of which are expected to be sent on to another country\(^{151}\).

**Tracking System.** The evaluation endorses UNICEF’s plan to develop a corporate commodity tracking by mid-2004. This system should include the capability to track items beyond the warehouse to final distribution\(^{152}\).

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\(^{148}\) The Istanbul workshop reached the same conclusion – see recommendation 21 and 25 of the workshop report.

\(^{149}\) See also Istanbul workshop recommendation 73.

\(^{150}\) See also Istanbul workshop recommendation 77.

\(^{151}\) See also Istanbul workshop recommendation 65.

\(^{152}\) See also Istanbul workshop recommendation 57.
Local Market Surveys. The concept of local market surveys should be extended to other potential emergencies as part of future EPRP.

ICT Funding. UNICEF was only able to install adequate ICT equipment for the sub-region because of EPF and CERF funding. Other crises may not have the same scale of funding available, but will still need adequate equipment to meet MOSS and operational requirements. Alternative funding mechanisms should be explored as part of EPRP exercises.
APPENDIX 1 – TERMS OF REFERENCE

Internal Evaluation of UNICEF Emergency Preparedness and Early Response in Iraq

Background

UNICEF’s emergency preparedness experience for Iraq is unique, not only for the long lead time the context allowed but also for the scale of attention given by the organisation. It started in 2001, when the situation in Iraq became more uncertain due to rising international tensions over sanctions imposed on the country, potential changes in the Oil-for-Food Programme (OFFP) that was being reviewed every six months, and the ongoing threats that existed between Central/South and Northern Iraq. Although Iraq’s linkage to the 11 of September 2001 attack had not been established, the US claimed linkage between Iraq and Al-Qaeda. Hence, considerable fear existed across the region that the situation could become more directly confrontational and precipitate a further crisis in Iraq. This apprehension arose from statements by government officials from US and countries in the MENA region, as well as from other reports.

By initiating a contingency planning exercise in the sub-region, UNICEF aimed to ensure that, should there be a sudden need for humanitarian assistance for children and women, UNICEF offices were in readiness to respond to those needs. The need for readiness was evermore important because the situation of children and women in Iraq remained fragile and any deterioration in the situation could be expected to create even more acute humanitarian needs.

In consideration of the tense situation, the MENA Regional Office held a series of consultations starting October 2001 during which staff from UNICEF offices in Iraq, Iran, Jordan, Syria, Turkey, the MENA and CEE/CIS Regional Offices, EMOPS, Copenhagen and NYHQ reviewed jointly possible scenarios, likely humanitarian consequences and implications for preparedness. The UNICEF offices of Amman, Ankara, Baghdad, Erbil, Damascus and Tehran adapted their existing contingency plan for a potential Iraq sub-regional crisis. The plans were updated as the situation evolved and identified preparedness activities were being implemented. Critical outcomes of the meetings and key elements of the individual country contingency plans were reflected in the sub-regional contingency plan of action. To enable the offices in the sub-region to undertake critical preparedness activities, NYHQ facilitated a contribution of US $2,350,900 from EPF.

All field offices shared their plans within their respective UNCT in order to further strengthen coordination and cooperation. In addition, several inter-agency meetings were held at regional/global level to discuss likely scenarios, humanitarian consequences, and coordination and cooperation between the different agencies in relation to preparedness and response. IASC/RG-PCP, ICRC, IOM, UNHCR, UNICEF, UNOIP, OCHA, WHO, and WFP attended the meetings. An inter-agency contingency plan was prepared. To enable the offices in the sub-region to undertake critical preparedness activities UN facilitated a contribution of US $5,000,000 from CERF.

As part of the inter-agency preparedness, UNICEF adopted the scenario on which consensus had emerged (medium impact with sizeable destruction of infrastructure and internal and external population movements). While the consequences of the war itself fell more in line with the low-impact scenario, the ensuing breakdown of law and order, as well as looting, created a
complex humanitarian situation that requires a larger-scale response than was anticipated for
the post-war situation.

When the actual war finally broke out, the situation evolved differently from that anticipated in
preparedness plans. There was an initial phase of response after the start of the war when
UNICEF international staff had been evacuated to Amman. However, even during the height of
war, UNICEF sustained humanitarian operations with the dedication of its national staff,
ensuring some key life-saving assistance to the most vulnerable segments of the population.
UNICEF launched its first appeal on 1 March. This covered an early phase of response to the
effects of the war and was developed in the context of UN coordination. With the return of
international staff on 1 May, UNICEF has increased its emergency assistance activities. In its
early response, UNICEF priority areas are: the provision of potable water and safe sanitation,
care for unaccompanied and traumatized children and children living in institutions, child
immunisation, the provision of safe birthing equipment for pregnant women, the feeding of
maltreated children and pregnant women, and the mobilization and return of unplanned
school children to school as soon as possible. On 23 June, UNICEF launched a revised appeal
developed in wider collaboration. With the Coalition Provisional Authority, it detailed a longer-
term humanitarian response, with attention to programming for transition towards greater
stability. For the purposes of this Evaluation, the early response will be considered up to the
launching of this second appeal.

**Purpose**

Given that a larger review of the UN-wide experience is being planned for later this year with a
particular focus on inter-agency contingency planning, this evaluation is proposed in part as a
preparatory exercise. At the same time, it is considered important by all offices involved for
UNICEF to draw lessons and recommendations in terms of its internal preparedness planning
processes, as well as its humanitarian response capacity. Eventually, this evaluation should
provide a critical reference for subsequent evaluations of the response in Iraq as it evolves.

**Objectives**

Within the limitations of narrowed scope and methodology detailed below:

- To briefly but systematically document UNICEF’s experience in emergency preparedness
  planning, actual preparedness and early response, situating this in the context as it evolved.

- To assess the overall relevance, efficiency, and effectiveness of UNICEF preparedness
efforts and early response.

- To assess the degree to which preparedness and early response in Iraq was specific to that
  context and correspondingly what enduring lessons and concerns can be carried forward to
  strengthen organisational preparedness and response systems.

**Scope and Framework**

As mentioned above, this evaluation exercise is preparatory, and thus limited in scope to focus
on UNICEF performance in preparedness planning and early response. The inter-agency
evaluation is expected to deepen analysis on a number of issues that will only be partially
covered in this evaluation. The UNICEF evaluation will be further limited by security and time
constraints given the ongoing context in Iraq, all of which have shaped decisions on
methodology detailed below. In particular, this evaluation is taking place after the bombing of
UN headquarters in Baghdad 19 August in which the UNICEF Iraq Programme Coordinator was
killed and was initiated in a period in which all but a few international staff in Iraq had been
evacuated to Amman. This will undoubtedly have an impact on staff perspectives and must be taken into consideration.

For the above reasons, the scope of the assessment of relevance, efficiency and effectiveness in particular will be limited. The assessment of relevance will be limited to relevance vis-à-vis organisational policy and vis-à-vis the human rights situation of the population as best as can be determined from existing data. Similarly, assessment of efficiency will be limited to stakeholders’ perceptions of how timeliness, quality, and cost were balanced in preparedness planning and in the highest cost areas of early response. Finally, assessment of effectiveness will be the most limited, in particular for the assessment of the early response where it is expected that the evaluation can only analyse data on inputs and outputs and plausible outcomes as compared with the broad standards of the Core Corporate Commitments and any stated objectives in early plans. (See below references on performance.)

Examining UNICEF preparedness and early response in Iraq necessarily involves several dimensions of analysis. The evaluation will cover all key support functions of UNICEF preparedness and response, including:

- coordination
- emergency preparedness planning
- human resource management, including staffing options (recruitment, internal and external surge capacity) as well as training, staff support and stress management interventions,
- supply and logistics
- external communications/media relations,
- funding
- financial management (including provisions for cash support during crisis)
- IT/telecommunications
- security of staff and UNICEF assets.

The evaluation will examine the preparedness and response across a fairly decentralised organisational structure, distinguishing the respective roles of headquarters (New York, Copenhagen, Geneva), the MENA Regional Office, the Iraq Country Office and the neighbouring country offices — Iran, Jordan, Syria, Turkey, and Kuwait. (Analysis of roles of the neighbouring countries will focus primarily on preparedness efforts given the very limited impact in terms of refugee influx, insecurity of the war in Iraq.)

Finally, the evaluation will examine UNICEF preparedness and response in the context of partnerships with UN agencies, governments in the countries involved and NGOs. It is recognised that this partnership dimension can only be partially explored in this UNICEF-focused evaluation exercise. It is expected that related questions will be further explored in the forthcoming inter-agency exercise.

**Evaluation questions**

The following questions must be analysed with reference to the above dimensions: the key preparedness and response functions, the HQ-RO-sub-regional-CO accountability structures and the context of working with inter-agency, NGO and national partners. Note that the questions and groupings of questions inevitably overlap to some extent.

**Coordination**
• How effective was the coordination within UNICEF at and between headquarters, regional, sub-regional, CO levels, during preparedness and eventual response and what were the facilitating/constraining factors in this? Consider among others, the degree of clarity that existed regarding accountabilities, how well these were understood and eventually applied.
• How did UNICEF contribute to and benefit from inter-agency coordination in both preparedness and early response? Consider, among others, Iraq Steering Group, IASC Reference Group on Preparedness and Contingency Planning, UN Country Teams both for preparedness and response, sectoral coordination mechanisms at regional and country levels and NGO partnerships (the latter especially during early response). How well did UNICEF fulfil its commitments and how well were UNICEF undertakings complemented by fulfilment of commitments by other partners?
• In view of UNICEF commitment to humanitarian principles and protecting human rights, how appropriately and effectively did the organisation engage with the wide range of external actors and fora involved in preparedness and early response (i.e. Security Council, IASC, donor networks, UN partners, warring states and their military)?

Preparedness efforts
• What were the salient features of preparedness planning at different levels — process and content — and how relevant are they for other contexts? What were the key factors shaping the direction of preparedness plans? In particular, what significance did the Oil-for-Food Programme have for overall preparedness in terms of policy, resources (financial and human) and other support functions?
• How relevant were preparedness plans with respect to policy and guidance (inter-agency and UNICEF) and the eventual realities of the context and situation of the population?
• How well were preparedness activities implemented and what factors facilitated and/or constrained this? Consider availability of funds, staffing, support to COs (HQ, RO, external) among others.
• How well did UNICEF coordinate with and/or involve national governments in preparedness planning given the sensitivities of the context and how did this affect preparedness plans?
• How costly were preparedness efforts (preparedness planning and preparedness activities) for COs, RO and HQ offices in terms of time and financial resources and how replicable are such efforts? What was the impact on other ongoing work, including programme implementation for COs involved? Consider among others the efficiency and usefulness of regular sub-regional meetings.
• What does all of the above suggest for the value of inter-agency and UNICEF guidance and tools on preparedness planning in the case of Iraq and to what degree would such an assessment be specific to the Iraq case?

Actual preparedness
• What were the effects of the above UNICEF preparedness efforts on the eventual response? How significant was it that planning assumptions were proven to be incorrect?
• How well did preparedness efforts address the eventuality of an evacuation of international staff leaving national staff in country? Consider development of capacities of national staff, protection of national staff and support to staff.
• How adequately were the core functions for the eventual emergency response covered?
• How adequate and useful were the special provisions made for emergency preparedness and response? These include for example, the inter-agency regional hub in Cyprus, the UNICEF newsroom established in Amman, and the MENA Iraq Group (MIG) Office (established for staff evacuated from Iraq, now closed) and headquarters arrangements.
• What was the contribution of preparedness activities designed to mitigate effects of the eventual war?

**Early response**
• What has been the actual programme and advocacy response during and after the war and how relevant has it been with reference to UNICEF policy and to the context as it has evolved?
• What results can be measured or are suggested (outputs, outcomes where possible, any unplanned and/or negative effects) and how do they compare to UNICEF Core Corporate Commitments and any specific objectives in early response plans?
• How was the Iraq response supported in terms of:
  - having the right people in place including through external and internal surge capacity
  - logistics and supply arrangements inside/outside Iraq
  - handling of external relations and the media
  - the availability of funds (including fundraising and the efficiency of financial management, e.g. cash support during the crisis)
  - IT/telecommunications provisions
  - security arrangements, including staff security awareness and evacuation procedures, with particular attention to the safety of both international and national staff, as well as protection of UNICEF assets
  - staff support and stress management interventions for both national and international staff?
• How efficiently and effectively did the organisation mobilise support from neighbouring COs, regional offices and headquarters (New York, Geneva, and Copenhagen)?
• Are there any questions in terms of efficiencies that merit further exploration (focusing on the highest cost programme components and aspects of operational support)?

**Putting the Iraq experience in perspective**
• To what degree were UNICEF preparedness and response in Iraq context-specific and/or could they be expected again in another context? What external and internal factors facilitated and/or constrained preparedness and response?
• To what degree does it appear that preparedness and response was the result of or influenced by efforts under the DFID-UNICEF Phase II Programme of Cooperation to Strengthen UNICEF Humanitarian Response Capacity?
• To what degree were preparedness and response in Iraq the result of lessons learned from the organisation’s experience in Afghanistan?
• To what extent did preparedness efforts for Iraq and the eventual response affect preparedness and response outside the sub-region?

**References on performance**
In exploring the above evaluation questions, the evaluation of preparedness and response must also balance broader inter-agency and internal references on performance.

UNICEF performance references include policy guidance on programme and operational response as contained in the Core Corporate Commitments (1999). This should be the reference in terms of the content of UNICEF humanitarian response as traced out in preparedness plans and as played out in the actual early response. As this is now being revised, it may perhaps be beneficial to determine what lessons can be distilled from the Iraq experience. A process for UNICEF Emergency Preparedness and Response Planning has
been articulated in the UNICEF Programme Policy and Procedures Manual since 2001, though the practical guidance supporting this has evolved since then.

Inter-agency guidance on preparedness planning is also a key reference as are Inter-agency Contingency Planning Guidelines for Humanitarian Assistance (November 2001). References on the content of humanitarian response include:

- IASC “Growing the Sheltering Tree: Protecting Rights through Humanitarian Action” (September 2002), which provides guidelines on the interaction between humanitarian action and human rights
- IASC “Report of the Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crisis” (June 2002), including the proposed action plan.

All of the above IASC documents are available on www.reliefweb.org.

**Methodology**

The evaluation methodology will include:

- A desk review of existing documentation and data from information systems (see below)
- Key informant interviews, primarily internal staff with some selected external key informants
- A two-day sub-regional meeting involving key CO, RO and headquarters staff to carry out analysis of specific questions on preparedness (the meeting will be informed by the review but at the same time the deliberations will also feed into the review)
- Debriefing meetings in Iraq, MENARO and NY to cross-check and further refine initial findings and conclusions and discuss possible recommendations.

The flow of the evaluation should allow for:

<table>
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<tr>
<th>Stage</th>
<th>Timing</th>
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<tr>
<td>A preliminary phase of documentary review and interviews focusing on RO and CO staff</td>
<td>15-30 September</td>
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<tr>
<td>The sub-regional workshop, including some interviews</td>
<td>2-3 October</td>
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<tr>
<td>A phase of further documentary review and interviews, covering remaining RO and CO as well as HQ key informants</td>
<td>1-31 October</td>
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<tr>
<td>Drafting including final debriefing</td>
<td>1-14 November (revised 17 November)</td>
</tr>
<tr>
<td>Circulation of a preliminary draft to an internal reference group</td>
<td>15-21 November (revised to 12 December)</td>
</tr>
<tr>
<td>Finalisation of internal evaluation report</td>
<td>26 November (revised to February)</td>
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</tbody>
</table>

Data collection is expected to include actual visits to Jordan, Syria, and Turkey, to the regional office in Amman, and to headquarters offices in NY and Geneva. Key informants from the Iraq CO will be interviewed in Amman, whether already evacuated to that location or brought to Amman for interviews. Similarly, key informants from Iran will be interviewed at the sub-regional workshop in Turkey. Teleconferencing and e-mail will be used to reach key informants in
Copenhagen and Kuwait, as well as any other key informants who have moved on to other locations.

**Existing Documentation**
Regional office and country offices will gather relevant data and documents together based on key questions identified. This will include:

- Sub-regional and CO preparedness plans as they evolved from December 2001 to the beginning of the war
- Sub-regional and CO workplans and meeting minutes detailing implementation of preparedness activities and assessments of preparedness
- Headquarters, RO and CO budget implementation data detailing financial implementation for preparedness activities
- RO and CO data on early response, including programme implementation, finance and administration, staffing and staff support
- Headquarters information systems and key documents on global funding, staffing, supplies and security provisions where necessary for comparison
- Reviews and documentation on the DFID-UNICEF Phase II Programme of Cooperation to Strengthen UNICEF Humanitarian Response Capacity.

**Stakeholder Involvement**
Given the anticipated inter-agency evaluation, it is important to avoid duplication and burdening of UN, NGO and national partners in an internally focused evaluation of UNICEF performance. Involvement of partners will therefore be limited to interviews with selected key informants. Due to the security situation in Iraq, interviews with national partners there will not be possible.

**Accountabilities**
An Evaluation Management Team will be comprised of one representative from headquarters (Evaluation Office, represented by Kate Alley), the MENA regional office (represented by Krishna Belbase) and the Iraq Country Office (represented by Sherhazade Boulia). The Evaluation Management Team will:

- Take any decisions on adjustment to the TORs in course
- Ensure input to the briefing of the evaluation team from headquarters, the RO and COs
- Coordinate provision of a core round of existing information sources to the evaluation team (additional documentation will likely be provided in the course of field visits and interviews)
- Identify a preliminary listing of key informants
- Facilitate access to key informants at each level, headquarters, regional and CO
- Work with the evaluator/team on shaping the design of the two-day sub-regional meeting, drawing from preliminary analysis
- Facilitate interaction with Reference Groups
- Approve structure of final report
- Consolidate comments on the preliminary draft report
- Approve the final draft as meeting the TORs.

MENA will in addition ensure the organisation of the two-day sub-regional meeting and with support from headquarters as necessary will ensure facilitation of the meeting.

Each of the COs involved in the preparedness efforts including the Iraq CO will be responsible for providing existing information sources as indicated above and basic logistics support for the
evaluators’ visits in-country. They will also provide consolidated comment (for each CO) on the preliminary draft report.

The Iraq Country Office will in addition be responsible for funding the evaluation exercise.

An Internal Reference Group will be loosely comprised of representatives of each of the headquarters divisions/offices involved, the MENA Regional Office and six COs, to be identified by each office. The Internal Reference Group will be responsible for reading and providing comment on a preliminary draft report.

The Evaluation team, specifically the senior evaluation consultant, is responsible for:

- Design and management of a process of data collection and analysis that adequately meets the requirements of the Terms of Reference
- Contributing to the design of and analysis from the two-day sub-regional meeting so as to draw from preliminary analysis and feed further into the evaluation, including working closely with MENARO/HQ team at all stages in preparation and facilitation of the workshop (UNICEF will lead on facilitation with the evaluator facilitating selected sessions)
- Managing the process and in particular facilitate debriefing sessions in such a way as to validate findings and conclusions, engage key actors in the analysis and draw out recommendations that effectively address key issues identified, are realistic in the organisational context and for which there is ownership
- Clearly identifying any implications of the findings and conclusions to which agreed recommendations do not respond and possibly making additional recommendations by the team where appropriate
- Identifying issues and questions that evaluators consider should be included in the inter-agency evaluation of preparedness planning
- Producing a final report meeting the requirements of the Terms of Reference and specifications below.

Evaluation Team
The evaluation team will be comprised of one senior evaluator and one mid-level researcher. The senior evaluator will have established experience in evaluation in the humanitarian sector with at least some experience with sister UN agencies. The senior evaluator will have excellent facilitation skills since much emphasis is placed on a process of analysis with key staff in the two-day sub-regional meeting. Knowledge of UNICEF is an advantage. The mid-level researcher will have some research/evaluation experience in the humanitarian sector, quantitative and qualitative data collection and analysis skills and excellent writing skills.
APPENDIX 2 – SCHEDULE OF INFORMANTS

IRAQ COUNTRY TEAM
Carel de Rooy  Representative
Sherazade Boualia  Senior Planning Officer
Tibebu Haile Selassie  Programme Officer, OIC Erbil
Hatim George  Planning Officer (OIC in Iraq during evacuation)
Bakary Kone  Operations Officer
Abimbola Odumosu  WES Officer
Ghassan Khalil  Project Officer, Education/Child Protection
Mamtazul Karim  Supply Officer
Samuel Sawa  Logistics Officer
Geeta Verma  Senior Project Officer, Education
Ben Lark  Former Project Officer Mine Action

IRAN COUNTRY OFFICE
Kari Egge  Representative
Jean Benoit Manhes  Former Emergency Officer

JORDAN COUNTRY OFFICE
Anne Skatvedt  Representative
Nasser Moeini  Programme Officer
Hind Mango  Communications Officer
Muna Idris  Monitoring and Evaluation Officer
Maha Homsi  Project Officer, Protection and IECD

SYRIA COUNTRY OFFICE
Mohammed Bendriss Alami  Representative
Narinder Sharma  Programme Officer

TURKEY COUNTRY OFFICE
Peter Chen  Programme Co-ordinator
Basil Ammari  Operations Officer
Muhammed Parvez  Head, Regional Procurement Centre
Edmund McLoughney  Representative

GULF AREA OFFICE
Stefan Toma  Representative, GAO

COPENHAGEN SUPPLY DIVISION
Jette Knudsen  Transaction Officer, OFFP, Copenhagen
Einar Syvertsen  

GENEVA
Hanaa Singer  Regional Emergency Officer, CEE/CIS
Everett Ressler  Senior Emergency Officer
Sikander Khan  Project Officer Emergencies
Olivier Degreffe  Head of Donor Relations and Resource Mobilization
Eric Laroche  Deputy Director EMOPS
Nils Kastberg  Former head of EMOPS
MENARO

Thomas McDermott  Regional Director
Naheed Aziz      Deputy Regional Director
Jacqueline Peters Regional Humanitarian Response Officer
Anis Salem      Regional Communication Officer
Deepak Bhaskaran Telecommunication Officer
Razan Azoka     Assistant Project Officer
Krishna Belbase Regional M & E Advisor
Thomas Davin    Project Officer, Humanitarian Response
Jan van Manen   Regional Programme & Planning Officer
Staneala Beckley Regional Education Advisor
Qussay Al-Nahi  Regional Health Advisor
Geert Cappelaere Senior Project Advisor (Child Protection)
Azimur Rahman   Regional HR Officer
Majed Akkoub    Assistant Supply Officer
Mohammed Awad   Senior Supply/Shipping Assistant
Anis Salem      Regional Communication Officer
Raul Castillo   Regional IT Officer
Nageeb Khalifa Mahgoub Regional Operations Officer
Hasan Abu Rous  Assistant Finance Officer, Common Services Unit

NEW YORK

Kate Alley       Evaluation Officer
Carol Bellamy   Executive Director
Dan Rohrmann    Deputy Director, PFO
Runar Holen     IT Telecommunications, ITD
Alfred Ironside Chief, Media Relations, DOC
Jose Banda      Finance Officer, DFAM
Julianna Lindsey Programme Officer, HRU
Mark Henderson  Senior Advisor, WES, PD
Manuel Fontaine Senior Advisor, Child Protection
Peter Crowley   Principal Officer EMOPS
Geeta Narayanan Project Officer, Humanitarian Policy Unit, EMOPS
Saad Houry      Director, DPP
Anupama Rao-Singh Deputy Director, PD
Karin Sham Poo  Deputy Executive Director
Bill Gent       Security Co-ordinator
Marjatta Tolvanen Project Officer, Nutrition in Emergencies, PD
Chris Maxfield  Deputy Security Co-ordinator/OPSCEN, EMOPS
Marta Mauras    Office of the Deputy Secretary General, UN
                Secretariat
Dushyant Joshi  HR Officer, DHR

INTER-AGENCY SUB-REGIONAL SECTOR COORDINATION – UNOCHI

Andrew Mawson  Inter-agency sector coordinator for Child Protection
               (seconded from UNICEF Sudan)
Paul Sherlock  Inter-agency sector coordinator for Water And
               Sanitation, (seconded from Oxfam GB)
John Egbuta    Inter-agency sector coordinator for Nutrition
               (seconded from UNOCHI)
Eldrid Kvamen Midttun  Inter-agency sector coordinator for Education
                        (seconded from Norwegian Refugee Council)
OTHER AGENCIES
William Lee  Director, UNRWA Operations, Jordan
Christine McNab  UNDP Representative, Jordan
Jamie McGoldrick  Chief, Asia, the Pacific and Middle East Section, Response Co-ordination Branch, OCHA, Geneva
Alan Vernon  Emergencies Department, UNHCR, Geneva
## APPENDIX 3 – DOCUMENTS CONSULTED

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<td>Preparedness documents</td>
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<td>Planning Figures Etc</td>
<td>Fax to Kate Alley from Everett Ressler</td>
<td>18 Nov 2003</td>
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<td>Protecting And Assisting Children And Women In Extraordinary Circumstances, UNICEF Iraq, EPRP 2002</td>
<td></td>
<td>22 Sep 2002</td>
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<td>Protecting And Assisting Children And Women In Extraordinary Circumstances, UNICEF Sub-Regional Plan Of Action (Draft) MENARO</td>
<td></td>
<td>Oct 2002</td>
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<td>Letter About Inter-Agency CP (Mine Awareness Etc.)</td>
<td>Balthasar Staehelin – ICRC to Tom McDermott</td>
<td>19 Mar 2003</td>
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<tr>
<td>Through The Prism Of Preparedness/Response: Summary Contents, EPRP And Inputs For Martigny II</td>
<td>Comments from Everett Ressler</td>
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<td>A Human-Rights Based Approach To Programming In Humanitarian Crises: Is UNICEF Up For The Challenge? (Draft)</td>
<td>Humanitarian Policy Unit/ EMOPS</td>
<td>3 Sep 2003</td>
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<td>Protecting And Assisting Children And Women In Extraordinary Circumstance, UNICEF EPRP For Year 2003</td>
<td>UNICEF EMOPS</td>
<td>Feb 2002</td>
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<td>Building ICT Emergency Capacity (Draft)</td>
<td></td>
<td>May 2003</td>
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<tr>
<td>Overview Of Current UN Preparedness For A Humanitarian Crisis In Iraq</td>
<td></td>
<td>Oct 2002</td>
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<tr>
<td>Note To The File: Preparedness Review For A Possible Humanitarian Crisis In Iraq (Larnaca, Cyprus), 3-4 March 2003</td>
<td>OCHA</td>
<td>8 Mar 2003</td>
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<td>Regular Programme Un Agency Heads Contingency Planning Meeting, Baghdad</td>
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<td>22 Apr 2002</td>
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<td>ICT Preparedness And Response Iraq Emergency</td>
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<td>MENA Sub-Regional Emergency Plan Of Action</td>
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<td>Sub-Regional Contingency Planning For Iraq: Meeting 18 December 2002, Amman</td>
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<td>18 Dec 2002</td>
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<td>Sub-Regional Contingency Planning For Iraq: Meeting 27 October 2002, Beirut</td>
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Lessons learned from the Iraq Emergency: A Personal Perspective Gained in Iran
Luc Chauvin, former Programme Officer, UNICEF, Iran, Jan 2000 – June 2003


UNCT Meeting with the Ministry of Foreign Affairs on Lessons Learned from the Iraq Crisis (Turkey)

Update On Iraq Crisis

Nutritional Status Survey Of Under Five Children In Baghdad – Iraq

Update On Iraq Crisis

Update On Iraq Crisis

Note On Press Statements On Funding For Iraq

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ANNEX 1 — NARRATIVE DESCRIPTION

INTERNAL EVALUATION OF
UNICEF EMERGENCY REPAREDNESS &
EARLY RESPONSE IN IRAQ
(September 2001-June 2003)

Finalised April 2004

Janey Lawry-White
Vine Management Consulting

Commissioned by
UNICEF Iraq Country Office, Middle East and North Africa Regional Office
and the Evaluation Office
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Abbreviations

CCCs Core Corporate Commitments
CCCU Community Child Care Units
CCO Civil Co-ordination Office (of US Military in Iraq)
CEE/CIS Central and Eastern Europe/Commonwealth of Independent States and the Baltics (Regional Office)
CERF Central Emergency Revolving Fund
CIMIC Civil Military Cooperation
CO Country Office
CPA Coalition Provisional Authority
CP Child Protection
CR Country Representative
CRC Convention on the Rights of the Child
CRP Contract Review Panel
CU Compact Units
DFID Department for International Development (UK)
DHR Division of Human Resources
ECHA Executive Committee for Humanitarian Affairs
ECHO European Community Humanitarian Office
EMOPS Office of Emergency Programmes
EPF Emergency Programme Fund
EPI Expanded Programme of Immunization
EPRP Emergency Preparedness and Response Planning
FLS Financial and Logistics System
FSO Field Security Officer
HF High Frequency
HPB High Protein Biscuits
HPU Humanitarian Policy Unit (EMOPS)
HRU Humanitarian Response Unit (Policy Division)
HQ Headquarters
IASC Inter Agency Standing Committee
ICRC International Committee of the Red Cross
ICT Information Communication Technology
IDPs Internally Displaced Persons
IFRC International Federation of the Red Cross
INGO International Non Government Organisation
IOM International Organisation on Migration
IP International Personnel
IT Information Technology
ITD Information Technology Division
JD Job Description
M&E Monitoring and Evaluation
MENA Middle East and North Africa region
MENARO Middle East and North Africa Regional Office
MIST Minimum Security Telecommunications Standard
MOE Ministry of Education
MOH Ministry of Health
MOSS Minimum Operating Security Standards
MOU Memorandum of Understanding
MTSP Medium-Term Strategic Plan
NATCOMS UNICEF National Committees
NGO Non-Governmental Organisation
NRC Norwegian Refugee Council
OCHA Office for the Coordination of Humanitarian Affairs
OFDA Office for Foreign Disaster Assistance (US government)
OFFP Oil for Food Programme
OIC Officer in Charge
OIP Office of the Iraq Programme
OPT Occupied Palestinian Territories
ORS  Oral Rehydration Salts
OPSCEN  Operations Centre
OR  Other Resources
PBA  Programme Budget Allocation
PD  Programme Division
PFO  Programme Funding Office
PHC  Primary Health Care
PPP  Programme Policy and Planning
PROMS  Programme Management System
RO  Regional Office
RR  Regular Resources
SC  Security Council
SD  Supply Division
SG  Secretary-General
SIAB  School in a Box
SITA  Society of International Airline Telecommunications
TCA  Third Country Nationals
Telecoms  Telecommunications technology
TFT  Temporary Fixed-Term
TNP  Targeted Nutrition Programme
ToT  Training of Trainers
UN  United Nations
UNCT  United Nations Country Team
UNDAC  United Nations Disaster Assessment Coordination
UNDAF  United Nations Development Assistance Framework
UNDG  United Nations Development Group
UNDP  United Nations Development Programme
UNHCR  United Nations High Commission for Refugees
UNICEF  United Nations Children’s Fund
UNJLC  United Nations Joint Logistics Centre
UNSECOORD  United Nations Security Coordinator
UXO  Unexploded Ordnance
VHF  Very High Frequency
VSAT  Very Small Aperture Terminals
WFP  World Food Programme
WHO  World Health Organisation
WTP  Water Treatment Plant

Note on references used: All documents consulted have been listed in the Bibliography. For each section of the Annex the primary source documents have been listed as footnotes by the title, and other source documents referenced by the individual points.
1 BACKGROUND

1.1 Iraq and UNICEF involvement in Iraq

1.1.1 Iraq

By the early/mid 1980s Iraq’s economy had benefited from a dramatic upsurge due largely to the oil boom of the late 1970s. As the consequence, Iraq was a state rapidly approaching the standards of developed countries with an elaborate health care system, modern telecoms network, 24 electrical power generating stations, sophisticated water treatment plants, and potable water provided for the large majority of the population.

The Iran-Iraq War (September 1980 – July 1988) and the Gulf war (January - February 1991) had a crippling effect on the country’s economy. The following twelve years of sanctions and bad governance further contributed to a prolonged and intense humanitarian emergency so that by the end of the decade Iraq had slipped down the UNDP Human Development Index from 91/160 (1991) to 126/174 (2000) 1.

By mid-July 2001 UNICEF’s Donor Update 2 reported that the average Iraqi child under-5 (U5) years old suffered 14 episodes of diarrhoea per year; 1/3 of school age children were not attending school due to the poor facilities and the fact that ¼ of children were working to supplement family income. In addition, the decline in water and sanitation facilities was causing serious concern with less than half the rural population having access to safe water.

By November 2002 there were 1.1 million internally displaced people (IDPs) in Iraq as a result of government repression over the previous 30 years. In addition there were 100,000 refugees in the country – 62,000 Palestinians, 14,000 Turkish Kurds, 24,000 Iranians and small numbers of urban refugees from Eritrea, Somalia, Sudan and Syria 3.

Following the attacks on the World Trade Centre on 9/11/2001 the US government made its assumption of Iraq’s links to world terrorism clear in President Bush’s “Axis of Evil” speech. The US intention to control and curtail Iraq was emphasized with military build ups in Turkey, northern Iraq and Saudi Arabia while US officials toured neighbouring states to build consensus and support (which was not readily forthcoming). At the same time US officials met with Kurdish leaders in northern Iraq and Iraqi opposition leaders abroad to draw up plans for regime change in Iraq.

Coalition forces began their attack on Iraq from the south on March 20th 2003.

1.2 UNICEF involvement in Iraq

UNICEF has had a presence in Iraq since 1983, supporting humanitarian actions since the early years of the Iran-Iraq War and following the imposition of UN sanctions in 1990. Since 1996 UNICEF has been a key partner in the Oil for Food Programme (OFFP) administered by the United Nation’s Office for Iraq Programme (OIP), functioning as the lead agency for observation in the south/centre (S/C) in water and sanitation, education and nutrition sectors, while, in the north, UNICEF was the implementing agency for OFFP, managing, on average, $90million pa 4.

---

1 UNICEF Iraq, Protecting and Assisting Children and Women in Extraordinary Circumstances: EPRP 2002, 22/9/02
2 11th July 2001
3 UN Interagency Humanitarian Preparedness and Response Framework for Iraq and Neighbouring Countries, November 2002
4 UNICEF Humanitarian Action: Iraq Crisis Preparedness Report, Relief Web, 20/3/03
In addition to its role in OFFP, UNICEF Iraq supported a large-scale regular country programme in response to the chronic humanitarian crisis focusing on immunisation, primary health care, nutrition, watsan, education and child protection\textsuperscript{5,6}. To service these responsibilities, UNICEF had a substantial HR investment in Iraq, with 38 international personnel (IP) and 142 national personnel in the north and 20 IP and 43 national staff in S/C at the start of 2003\textsuperscript{7}.

Although the OFFP had succeeded in preventing further deterioration of the humanitarian situation with all households receiving a monthly food ration from the government, much of the population depended on this for survival. By 2002 the country’s infrastructure was in a dilapidated state and the significant erosion of household assets over the past decade meant a decreasing capacity to withstand an event of conflict or prolonged instability\textsuperscript{8}.

1.2.1 Humanitarian Situation in pre-war Iraq

**Education**

Primary education was the sector hit hardest as a result of over 12 years of sanctions. 1 in 4 children (1 in 3 girls) no longer attended schools\textsuperscript{9}. UNICEF estimates were that about 70% of school buildings were in need of rehabilitation or not fit for teaching and learning, with extreme shortages of basic equipment (textbooks, furniture). This was compounded by lack of investment in teacher training and materials\textsuperscript{10}. There was also a sharp increase in adult female illiteracy.

**Water and Sanitation**

Water and sanitation treatments plants were broken down nationally such that an estimated 500,000 tons of raw sewerage was being discharged daily into fresh water bodies, of which 300,000 tons was released into rivers in Baghdad. Only 25% population was served by piped sewerage systems\textsuperscript{11}. Services in this sector were further disrupted by power cuts of up to 12 hours a day\textsuperscript{12}. An estimated 5 million people (25% of the population) were at risk because of lack of access to safe water and sanitation. Access to safe water in urban areas had dropped from 100% to 94% of the population and in rural areas from 71% to 41%. Between 1990 and 2000 per capita share of clean water decreased from 330 to 218 litres/day in Baghdad, (5.5 million people) and in other urban areas from 270 – 171 litres/day. In the rural areas the situation was much worse with decreases in access to clean water having dropped from 91 to less than 18 litres/day\textsuperscript{13}. This situation had been brought about by a chronic lack of maintenance and compounded by three years of drought (1998-2000).

\textsuperscript{5} Country programme budget 2002-2004: $5,223,000 Regular Resources, $30,141,000 Other Resources (Iraq - Recommendation for Funding for a Short Duration Country Programme, 25 Oct 2001)
\textsuperscript{6} UNICEF Humanitarian Action: Iraq Crisis Preparedness Report, Relief Web, 20/3/03
\textsuperscript{7} Presentation on Iraq given by Jacqueline Peters, 18 Jan 2003
\textsuperscript{8} Household income had declined almost 7-fold since 1990 to US$700. This combined with unemployment (estimated at 60%), and high rates of inflation further depleted the value of assets (UNICEF Iraq, EPRP September 2002)
\textsuperscript{9} Crisis Appeal for Iraq's Children, UNICEF, no date
\textsuperscript{10} The mid-80’s government allocation to support education of $230million compared starkly with the annual allocation under the first four phases of OFFP ($23million). All this combined with the grossly inadequate teachers' salaries ($3-5 per month) contributed to the high exodus from the profession of teachers (Iraq Donor Update – 7/10/2002)
\textsuperscript{11} Iraq Donor Update 11/7/01
\textsuperscript{12} Power generation needs were almost 2 times operating capacity
\textsuperscript{13} Iraq Donor Update 11/7/01
Health and Nutrition

In the areas of health and nutrition, UNICEF and FAO/WFP surveys revealed that there had been no improvement in the nutritional status of children since the introduction of OFFP in 1996. 18 million people were food insecure, with nearly 60% of the population of 27 million fully dependent on the government food ration. 1 in 3 children in the S/C were so malnourished that they needed therapeutic feeding. Rates of child sickness were very high. The case fatality rate due to diarrhoeal disease in U5s had remained at 2.4% (since 1996) while the case fatality rate due to acute respiratory infection (ARI) had increased slightly to 1.4% (1.2% 1999). Diarrhoea + ARI accounted for 70% of deaths for children. Low exclusive breastfeeding rates, high prevalence of anaemia in women and high incidence of low birth rate all contributed to high child mortality rates, which had more than doubled since the previous decade. Maternal mortality more than doubled since 1990 to 294/1000 in S/C and 120/1000 in northern Iraq, accounting for 1/3 of all deaths among women aged between 15 and 49 years. In 2002 U5 mortality in S/C was 136 of 1000 live births, 2.5 times the level recorded in 1990. Major health problems faced by the Iraqi population were: malnutrition, nutritional anaemia, vitamin A deficiency, iodine deficient goitre, malaria, ARI, leishmanisis and measles.

Sanctions had severely impacted primary health care. Facilities, operationality and supplies of drugs were all badly affected. Routine vaccination had been extremely problematic over the past few years. DPT3 and TT vaccination rates were found to be less than 70% and 63% in the Multiple Indicator Cluster Survey (MICS) 2001, and measles immunity less than 80%. During the late 1990s, UNICEF, funded mainly by ECHO and the Norwegian and Netherlands governments, supported semi-annual, nationwide immunisation campaigns to eliminate and control the transmission of preventable diseases such as measles and polio. While Iraq had been free of polio for the three years up to and including 2002, measles continued to be a major concern. Basic drugs and vaccines were being imported by the Government of Iraq (GOI) under OFFP, but not in sufficient volume to cover all the needs. Nearly ½ of district hospitals lacked the operating theatres to install obstetric supplies and equipment which had been ordered under OFFP for emergency obstetric care services.

---

14 23.3million in S/C, 3.7 million in N Iraq (Donor Update 14/1/03)
15 Because some households had no additional source of income, some of this ration was sold by some families in need of medicine and clothes further increasing food insecurity (UNICEF Humanitarian Action: Iraq Crisis Preparedness Report, Relief Web, 20/3/03)
16 In 2001, 240,000 children and 140,000 pregnant women were in need of nutritional supplements (Iraq Donor Update, 14/1/03)
17 Iraq Donor Update 11/7/01
18 Prevalence of diarrhoeal disease in U5 increased from 4 bouts/yr in 1990 to almost 15 in 1999 (UNICEF Humanitarian Action: Iraq Crisis Preparedness Report, Relief Web, 20/3/03)
19 More than 50%
20 30% of children were born weighing below 2.5kg making them vulnerable to death and under-development (Iraq Donor Update – 7/10/2002)
21 Iraq Donor Update – 14.1.03
22 Iraq Donor Update – 14.1.03
23 U5 mortality for Northern Iraq was 80/1000 in 1984-9 and 72/1000 in 1994-9
25 Diphtheria/Pertussis/Tetanus vaccine and Tetanus Toxoid vaccine
26 Iraq crisis preparedness report, 20 Mar 2003
27 Ibid
28 Iraq Crisis Preparedness Donor Alert, March 20 2003, p5
**Child Protection**

Over the previous decade issues of child protection had been increasing in magnitude and complexity. As a result of deteriorating socio-economic conditions and serious family impoverishment increasing numbers of children were working and living on the streets. A lack of official recognition of the problem precluded the gathering of accurate data on the increasing number of children who had dropped out of school and worked full-time or in hazardous income-generating activities, and who were increasingly exposed to delinquency.

Where action was being taken, due to Iraq’s isolation, outdated systems of rehabilitation and care prevailed, with the focus on institutionalization. By 2002, there were approximately 2,300 children confined to institutions in Iraq.

Child Protection (CP) activities were also limited by lack of allocated funds through the OFFP. Not until the second half of 2001 was the GOI able to purchase the humanitarian supply items needed for social protection activities under OFFP. This resulted in a shortage of trained staff at institutions as well as a general shortage of staff.

There are still thousands of landmines and unexploded ordnance (UXOs) in the country.

**UNICEF Regular Programme 2002-2004**

In addition to their role in the OFFP, by 2002 UNICEF’s programme action included:

- **Assessment studies** in different sectors to monitor the impact of sanctions and the OFFP on children
- **Advocacy.** UNICEF used the results of key studies/assessments to advocate on behalf of children
- **The use of resources to complement and supplement OFFP by providing cash for transport and installation of humanitarian goods and supplies**
- **Support for development of a national multisectoral HIV/AIDS strategy involving key ministries eg education, health and labour, social affairs**
- **Development of early childhood activities in collaboration with the General Federation of Iraqi Women – better parenting and communication of health and nutrition information**
- **Introduction of a new intervention in teacher training, using modern methodologies in teaching and education management.** Strengthening pilot girls’ education project began in 2001 in the Basra governorate. The programme also promoted an integrated approach between health, water and education in UNICEF’s pilot rehabilitation schools in Basra
- **Since 1997 UNICEF had supported the rehabilitation of 35 water treatment plants (WTP), 27 Compact Units (CU), and 12 sewerage facilities, including the development of 2 pilot sites to demonstrate the possibility of transforming sewage to high protein animal feed**

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29 Crisis Appeal for Iraq’s Children, UNICEF, no date
30 Children with disabilities, street children, working children, children in conflict with the law and orphans
31 Iraq Donor Update 11/7/01
32 Iraq Crisis Preparedness Donor Alert, March 20 2003
33 Iraq crisis preparedness report, 20 Mar 2003
34 Ibid.
35 UNICEF Iraq Annual Reports 2001, 2002
36 UNICEF Humanitarian Action: Iraq Donor Update 7/10/02
37 Including the Mortality Survey carried out in 1999 by UNICEF which confirmed that mortality had more than doubled in the previous decade, and the KAP Study (Knowledge, Attitude and Practices) on parenting skills, feeding habits, personal and environmental hygiene and sanitation and attitudes to schools
38 During 2001 the rehabilitation of WTPs and sewerage treatment plants had provided an improved service for 3.1 million people.
• Development of a new approach for water conservation and hygiene promotion campaign to improve sanitation and hygiene practices
• Establishment of partnerships with youth organisations in Iraq to enable them to work as full partners of UNICEF assisted programmes, strengthening the capacity of youth to plan and implement peer education activities
• On-going screening and treating malnourished children through Community child care units (CCCU) including advocating for the removal of infant formula in the food ration distributed to households
• Progress in the Child Protection (CP) programme with a review of Juvenile Law and the capacity building of the national team in charge of policy on street children and orphans
• Working with the Ministry of Health (MOH). The 2002 programme had achieved the elimination of neonatal tetanus and maintained Iraq's polio-free status. Iraq was moving towards the elimination phase for measles (which had been kept under control during the previous 3 years)
• Support for the MOH enabled the growth in numbers of CCCUs from 600 (1997) to 2,800 (2002). These were the cornerstone of the Targeted Nutrition Programme (TNP), in which all children under 5 were screened and health education and counselling provided to mothers of malnourished children. Nutrition treatment was given to those found to be malnourished in PHCs or, in cases of severe malnutrition, the patient was referred to one of 63 Nutrition Rehabilitation Centres (NRC).
• Provision of food and health supplies to approximately 2,000 institutionalised children

The Country Programme for 2002-4 aimed to focus on the reducing child mortality, morbidity and malnutrition, reducing maternal mortality, improving school enrolment and reducing drop out rates, especially among girls by:
• Training and capacity building of government counterparts and partner organizations to improve service delivery and quality
• Physical rehabilitation of essential infrastructure such as schools, watsan plants and PHCs
• Assessments and studies to support programme monitoring, policy development and advocacy
• Further development of inter-sectoral and geographic convergence of programme interventions at national and local levels

39 Polio – 2 rounds of immunization were conducted each year with WHO. In 2002 the campaigns achieved 95% coverage (Iraq Donor Update – 7/10/2002)
40 High Protein Biscuits (HPB) given out by PHC
41 Despite UNICEF support shortages in numbers and resourcing of CCCUs, HPB and therapeutic milk (THM) limit treatment (Iraq EPRP, Sept 2002)
2 BACKGROUND – NEIGHBOURING COUNTRIES

2.1 Iran

UNICEF operations in Iraq were not supported from Iran during the period of UN sanctions, except during the repression and civil conflicts in Kurdistan from 1996-8. However, Iran expected to be directly impacted by any conflict in Iraq because of the countries' historic and religious Shia links, Iran's geographical location (with 1.458 million km of shared borders), and also because of the experience of 1991 (Gulf War) and 1996-8 Kurdish repression. Iran already hosted the world's largest refugee population, but the country's generous policy towards refugees had become more restrictive over past few years as Iran faced economic problems and budget cuts. In 2002, the large population of Afghan refugees was being encouraged by the Iranian government to go back to Afghanistan, (of which about 2 million did return home), and official government policy was that the borders would remain closed to more refugees, and any who attempted to cross would be stopped in no man's land.

Iran is one of the rare countries in the region with a strong industrial capacity. This gave it the capacity to provide supplies to refugees speedily, and to support any disruption of services in Iraq. In addition, UNICEF had worked with the Government of Iran during the response to the refugee influx during the Afghan crisis. However, limited staff numbers in the Iran CO, a cautious government, the absence of partners with operational capacity, administrative and commercial government limitations, and the closure of the borders with Iraq for a decade were constraints to any response to an emergency in Iraq. In addition, the whole Iranian border remained heavily militarised and mined.

2.2 Jordan

Jordan is a lower middle-income country with segments of the population who live at, or slightly above, the poverty line, and who are therefore vulnerable to any downturn in the economy. Jordan remained socially stable and the economy recovered in 2001-2 from the global downturn following 9/11, despite the regional political crisis; but the economy was still susceptible to external shocks, and vulnerable by its dependence on significant oil concessions from Iraq. The tourist industry had already been significantly impacted by the situation in Iraq and in the Occupied Palestinian Territories (OPT) and any war in Iraq was likely to have a severe economic impact on Jordan.

Jordan has certain social characteristics making it vulnerable to political unrest: the country had, and continued to play host to, one of largest refugee populations in the world. Any reaction among Palestinians, including those of West Bank, to military intervention in Iraq could have had an impact on internal stability in Jordan. There was still a small caseload of refugees and asylum seekers from Iraq in Jordan following the first Gulf War. Uncertainty of their reaction and related security considerations was a serious factor for the Government of Jordan (GOJ) should there be

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43 More than 2.5 million, of which 2.3 million were Afghans and 200,000 Iraqis, although only 5% live in camps
44 In the region of 12 million mines
45 Interagency Contingency Plan for Jordan, Draft 1, 2 February 2003
46 Before the 2003 war, Iraq was Jordan’s largest trade partner
47 According to the Jordanian authorities, there were 300,000 Iraqis in Jordan
conflict in Iraq. Jordan has young population, with over 60% under 25, among which there are high levels of unemployment. There are also areas associated with religious fundamentalism.

Jordan’s geographic position meant it would be vulnerable to any potential humanitarian crisis triggered by a conflict in Iraq. It could also be affected by any deterioration of the situation in the OPT, perhaps generating an influx of refugees from the West Bank. Also of concern was the fact that Amman might be caught in cross-fire between Iraq and Israel with an unquantified risk of being impacted by biological and chemical weapons.

UN Level 1 Security Phase had been in operation since the start of the second Intifada.

2.3 Syria

About 8,000 refugees were allowed into Syria in 1991 and 1992 following the Gulf War and the subsequent internal disturbances in Iraq. A refugee camp was established at that time in Al Hol in the governorate of Hasake (approximately 700 km north-east of Damascus), but by October 2002 the population of Al Hol camp had dropped to 50 people with about 25 living in the surrounding villages.

Since 1992 there has been a continuous flow of asylum seekers into Syria, mostly from Iraq, but also from Somalia and Yemen, with whom UNHCR have been working. By 2003 Syria hosted about 3000 urban refugees of different nationalities who had been granted refugee status.

Before the war Syria had favourable political and economic relations with Iraq.

The Syrian Government had a positive history of working with UNICEF on emergency response in April 2002 when a dam burst. However, for political reasons, the Syrian government delayed any public endorsement of preparedness until early March 2003.

2.4 Turkey

The Government of Turkey (GOT) considered that the post-Gulf War refugee emergency in 1991 had had dire and long-term consequences for both Turkish national security and the economy and were therefore unwilling to allow any refugees from a crisis in Iraq into the country.

Attached to the UNICEF Ankara Office the Regional Procurement Centre (RPC) was set up to handle supplies for OFFP in northern Iraq, providing an established route through which supplies could be sent to any refugees or IDP’s resulting from a crisis in Iraq. During the response 80% of OFFP supplies entered northern Iraq through the RPC.

48 UN Interagency Plan for Humanitarian Preparedness and Response on Refugee Influx in Syria, Draft, October 2002
49 Protecting and Assisting Children and Women in Extraordinary Circumstances, UNICEF Turkey EPRP, Draft 5, February 2003
50 It was because of the existence of the RPC that Turkey CO became the lead agency for procurement
3 EMERGENCY PREPAREDNESS PROCESS

3.1 Sub-regional preparedness

Following the attacks on the World Trade Centre on 9/11/2001, the MENARO Regional Director (RD) initiated the sub-regional preparedness and response planning process (the first of its type in UNICEF). The first of a series of consultation meetings was held on 13th October 2001 with staff from UNICEF offices in Iraq, Iran, Jordan, Syria, Turkey, the MENA and CEE/CIS Regional Offices, EMOPS, Copenhagen and NYHQ during which possible scenarios, likely humanitarian consequences and implications for preparedness were reviewed. Individual country’s existing Contingency Plans were adapted in the light of discussions for a potential Iraq sub-regional crisis, and an initial Sub-Regional Emergency Plan of Action was produced by MENARO in December 2001. Further sub-regional meetings were held in January, February, March, April and September 2002 with Country Contingency plans being updated as the situation evolved.

3.1.1 UNICEF Strategy

UNICEF’s overall Contingency Strategy was to assist refugee recipient countries while keeping Iraq as the main focus. Focusing on the pre-conflict period, this would involve the pre-positioning of supplies both inside and outside Iraq; escalating vaccination activity (particularly for polio and measles campaign) within Iraq; establishing new locations in border locations in neighbouring countries and training of staff and counterparts as well as building up staffing numbers where necessary.

UNICEF’s strategy during any conflict was to:
- Maintain/rapidly resume essential services
- Maintain UNICEF offices in Iraq, with the support of national staff
- Use ICRC and Iraq Red Crescent networks to report needs
- Mount trans-border (assisting IDP’s close to the border) and cross-border (taking supplies into Iraq from other country) operations as possible

In terms of programme objectives these translated into:

Nutrition
1. Regular nutritional assessments to be made (especially IDP children)
2. M & E of nutrition programmes’ effectiveness
3. Detection and treatment of severe cases of malnutrition through a Targeted Nutrition Programme (TNP)
4. Promotion of breastfeeding
5. Correction of malnutrition through micronutrient deficiencies

Watsan
1. Assessment of watsan conditions of affected population on time
2. To ensure that affected/displaced people in urban areas had access to minimal potable water (through purification tablets and limited water tankering) – especially IDP and health facilities
3. To ensure that IDPs, especially women and children – had access to facilities, supplies and information contributing to their hygienic status and offering protection from water borne diseases
4. To ensure availability of relevant information on safe water and hygiene related to water
5. To co-ordinate all UN and NGO assistance in watsan

51 Protecting and Assisting Children and Women in Extraordinary Circumstances, Sub-Regional Plan of Action, October 2002
Health
1. Ensure that a proper assessment of health conditions of affected population is carried out, especially of women and children
2. To prevent outbreaks of measles in IDP settlements and contiguous areas through vaccination of children 6 months – 12 years
3. To ensure availability of emergency drugs for PHC facilities, IDP and targeted areas
4. To ensure safe delivery services for women in PHC facilities, IDP and targeted areas
5. To ensure availability of relevant IEC material concerning health, especially care and management of childhood illnesses

Child Protection
1. Rapid assessment of needs of institutionalised children and IDP children with special protection needs
2. To ensure safety and well-being (access to shelter, food and clothing) of institutionalised children during the emergency
3. To ensure safety, psycho-social support and family reunification for unaccompanied children
4. To ensure that refugee and IDP populations settled along borders are aware of risks of mines and UXOs

Primary Education
1. Rapid assessment
2. To ensure resumption of primary education for children and adolescents through the provision of basic education supplies and teaching materials
3. To ensure children in distress receive adequate psycho-social support in schools
4. To ensure safe and adequate learning environment where schools have been severely damaged

3.1.2 Sub-regional Sectoral/Operations Activity

Following the February 2002 sub-regional planning meeting and the receipt of the first Emergency Programme Fund (EPF) grant, individual countries made a start on implementing identified preparedness activities. By the beginning of the war, extensive preparations had been made for rapid emergency response by pre-positioning over US$14 million in emergency supplies and equipment in and around Iraq, and establishing logistics hubs along the border with neighbouring countries. Sub offices were established in Kermanshah and Ahwaz (Iran), Kuwait, Al-Haseke (Syria), Dyarbakir and Silopi (Turkey). A sub-office was also set up in Basra (Iraq).

While MENA and Iraq CO adopted a regional approach to planning and response which helped to clarify concepts, roles and responsibilities among countries and agencies, it was at country level that actual and detailed planning took place, according to the local situation, environment, capacity and threats. Each CO prepared its own Emergency Preparedness and Response Plan (EPRP) setting out details of their proposed preparedness and response activities. These were implemented using funds provided by ERF and CERF loans.

On a sub-regional level HR standby arrangements were established with NGOs (Oxfam and NRC at RO level) preparing for entry into Iraq. Additionally, at the end of January a Senior Logistics Officer was assigned to Amman to support pre-positioning of supplies in the region. Preparedness activities were being undertaken alongside maintenance of the regular country programmes.

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52 This resulted in particularly successful HR cover for telecoms, WES and education once the emergency happened
**Watsan**  
- Water equipment for up to 300,000 IDPs in Iraq was pre-positioned in neighbouring countries  
- A regional partnership agreement was made with OXFAM (as well as other individual country agreements)

**Sectoral Workshops/Training**  
A series of workshops/training meetings were held in the sub-region as part of the preparedness process.

<table>
<thead>
<tr>
<th>Date</th>
<th>Venue</th>
<th>Topic</th>
<th>Audience</th>
</tr>
</thead>
<tbody>
<tr>
<td>19/23 November 2000</td>
<td>Amman</td>
<td>Psychosocial programming for children and adolescents in need of special protection</td>
<td>Dohuk and MENARO staff</td>
</tr>
<tr>
<td>January 2001</td>
<td></td>
<td>Training of Trainers (ToT) on HR and Humanitarian principles</td>
<td>MENARO</td>
</tr>
<tr>
<td>23-29 November 2001</td>
<td>Amman</td>
<td>ToT on HR and Humanitarian principles</td>
<td>Iran, Iraq, MENARO staff</td>
</tr>
<tr>
<td>April 2002</td>
<td>Sub-regional</td>
<td>Telecoms preparedness workshop – developed and tested office in a box procedures, additional guidelines on MOSS compliance and telecoms</td>
<td></td>
</tr>
<tr>
<td>8-10 April 2002</td>
<td>Amman</td>
<td>MENA workshop on CP in emergencies/separated and unaccompanied children</td>
<td>Iraq, Jordan, Syria, Turkey, MENARO staff</td>
</tr>
<tr>
<td>16-18 April 2002</td>
<td>Amman</td>
<td>IT/Telecom/Security training</td>
<td>Sub-regional</td>
</tr>
<tr>
<td>27 September – 1 October 2002</td>
<td>Khartoum</td>
<td>Stress Management/peer support</td>
<td>Sub-regional</td>
</tr>
<tr>
<td>6-8th November 2002</td>
<td>Geneva</td>
<td>Emergency preparedness and response planning tools</td>
<td>Regional Emergency Focal Points and COs</td>
</tr>
<tr>
<td>December 2002</td>
<td></td>
<td>ToT psychosocial support – Education in Emergencies for govt officials, using a consultant from Pakistan</td>
<td>UNICEF counterparts/Syria 30 + teachers</td>
</tr>
<tr>
<td>January 2003</td>
<td>Jordan CO</td>
<td>How to deal with multi-grade classes, psycho-social – children affected by armed conflict</td>
<td>Training for teachers on psycho-social</td>
</tr>
<tr>
<td>February 2003</td>
<td>Beirut</td>
<td>UNICEF MENARO led Psychosocial training</td>
<td>Inter-agency</td>
</tr>
<tr>
<td>Early February 2003</td>
<td>Beirut</td>
<td>CP training, UNHCR, WHO, ICRC, UNICEF</td>
<td>Inter-agency</td>
</tr>
<tr>
<td>February 2003</td>
<td>Amman</td>
<td>Training in watsan</td>
<td>Inter-agency</td>
</tr>
<tr>
<td>February 2003</td>
<td>Cairo</td>
<td>Health</td>
<td></td>
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<tr>
<td>February 2003</td>
<td>Baghdad</td>
<td>4-day workshop on ProMS on manual procedures</td>
<td>Inter-agency</td>
</tr>
<tr>
<td>February 4-6 2003</td>
<td>Syria</td>
<td>UNICEF</td>
<td>Health and nutritional assessment</td>
</tr>
</tbody>
</table>

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54 List of training events compiled by MENARO for consultant
<table>
<thead>
<tr>
<th>Date</th>
<th>Location</th>
<th>Activity</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>February 7-9 2003</td>
<td>Al-Hol camp</td>
<td>Oxfam led watsan training for refugees</td>
<td>Syrian counterparts</td>
</tr>
<tr>
<td>February 2003</td>
<td>Baghdad</td>
<td>Teacher training in on psychosocial assistance to children</td>
<td>MOE in S/C</td>
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<tr>
<td>February 2003</td>
<td>JCO</td>
<td>Further training on psycho-social</td>
<td>Teachers</td>
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<tr>
<td></td>
<td></td>
<td>Communications for Development led training</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Iraq Planning Officer attended</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>UNICEF Iran Training on mine awareness</td>
<td>Iranian Red Crescent volunteers</td>
</tr>
<tr>
<td>Early March 2003</td>
<td>Turkey CO</td>
<td>Training given using IFRC's manual on Community Services and psychosocial Support. Training with UNICEF leaders will happen in Ankara and Silopi</td>
<td>105 Red Crescent volunteers</td>
</tr>
<tr>
<td>5-11 March 2003</td>
<td></td>
<td>Practical training on construction of latrines and baths and installation of water bladder tanks and tap stands by UNICEF</td>
<td>Directorate of Water and local NGOs</td>
</tr>
<tr>
<td>Mid-March 2003</td>
<td>Sulimaniyah</td>
<td>Sustaining health services during emergencies</td>
<td>Master trainers for medical personnel</td>
</tr>
<tr>
<td>Mid-March 2003</td>
<td>Erbil</td>
<td>Training on psycho-social counselling and crisis related issues</td>
<td>1,120 school headmasters</td>
</tr>
<tr>
<td>Mid-March 2003</td>
<td>Kermanshah and Ahwaz</td>
<td>Oxfam (under agreement with UNICEF) doing training on watsan emergency interventions</td>
<td>Iranian Red C, MOH, Water and Sanitation Company</td>
</tr>
<tr>
<td>Mid-March 2003</td>
<td>Kermanshah</td>
<td>Training</td>
<td>Indigenous Red C volunteers</td>
</tr>
<tr>
<td>March 2003</td>
<td>Beirut</td>
<td>Watsan</td>
<td>Interagency meeting, – key NGOs and UN agencies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Programme of nutritional training</td>
<td>MENARO</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sexual abuse and exploitation</td>
<td>UK/Iraq + Jordan</td>
</tr>
<tr>
<td></td>
<td></td>
<td>RedR training</td>
<td>Turkey Office</td>
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<tr>
<td></td>
<td></td>
<td>1-week training for Turkey Office to update EPRP on MTSP, CCCUs and HRs</td>
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<tr>
<td></td>
<td></td>
<td>Workshop in M and E paid for by DfID</td>
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<tr>
<td></td>
<td></td>
<td>Logistics</td>
<td>Syrian Supplies Officer</td>
</tr>
</tbody>
</table>

### Management

By September 2001 a sub-regional management structure for contingency planning had been agreed by the UNICEF offices:

- During the preparatory phase, the RD was recognised as the principal focal point on matters related to preparedness and response, co-ordinating sub-regional preparedness consultations between COs, HQ, Copenhagen and Geneva. Focal points for sub-regional contingency plans would need to be appointed including in New York, Copenhagen, Geneva.
and Amman. Focal points in HQ locations should represent the whole office, not a specific division, so there would be one contact point for all matters

- MENARO agreed to organise monthly meetings to discuss all offices’ preparedness status, and allow reporting back to NYHQs on progress made
- Conference call structures were to be tested, among Representatives first and then among focal points
- MENARO should be responsible for fundraising for initial preparatory phase
- Once any emergency broke, MENARO would make recommendations to NY who would decide the management structure for the response
- UNICEF had a presence in the sub-regional co-ordination hub in Cyprus, the Humanitarian Co-ordination Office in Larnaca

**IT/Telecommunications**

- Based on different scenarios that could evolve in complex emergencies regional and country IT preparedness plans were strengthened and necessary steps taken to meet following challenges:
  1. ICT services for business community in Iraq and neighbouring countries in case of breakdown to regular services
  2. Procedures for evacuation of Iraq office with ProMS, mail and office data
  3. Immediate restoration of data in safe haven and establishment of office communications
  4. Setup of sub-offices in remote/border areas
  5. Vehicle tracking and staff security
- Required facilities for tapes (information) were sent to Amman from the Iraq offices and the integrity of tapes were tested in Amman
- Equipment standards, network design and operating procedures were finalized for the sub-region involving Call Sign, Selcall, distribution of HF and VHF frequencies and usage of common channels in UN system. UNICEF in Jordan and Syria took an interagency lead role as Telecoms Coordinating Agency (TCA) with dedicated staff to support interagency issues.
- UNICEF co-ordinated with WFP and UNHCR for telecoms

**Security**

- 17 Field Security Officers were deployed to the region at the beginning of March 2003, to be co-ordinated by a regional Field Security Officer attached to the Humanitarian Co-ordinator for Iraq

**HR**

- Common Services Unit in Jordan co-ordinated the recruitment of 14 general services staff for MENARO Iraq Group annex office (MIG House, set up to accommodate up to 60 personnel) covering finance, administration, transport, reception, funding co-ordination, IT and programme assistance

### 3.2 Iraq EPRP and Preparedness Activity

**EPRP - September 2002**

This very comprehensive document set out an analysis of the threats and overarching emergency related management systems and gave a collection of specific plans for key functions. In section 2 (specific plans) the actions to be taken were assigned to particular officers specifying accountability.

The Plan was an attempt by UNICEF staff to anticipate possible threats/needs, establish a basis for standing readiness and define how the team would respond. In line with UNICEF policy,

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55 MENA Sub-Regional Sitrep #6, 5-11 March 2003
preparedness and response were seen as an integral part of the country programme, and the responsibility of every staff member and section. The scenarios were those of a complex emergency56 (rather than natural disaster), and the overall objective of the Plan was, “that children and women’s survival and well-being (fulfilment of their basic rights) are assured in whatever emergency situations develop…according to the UNICEF mandate.”

Planning Assumptions
1) Most needs were to be met by households themselves supported by local/national authorities and NGOs. International support would be required given the low coping capacity of families
2) UN Security Management Team would monitor the situation weekly, adjusting the UN system Security, Relocation and Evacuation Plan. EPRP was closely linked to security phasing
3) UNICEF was to act as part of the co-ordinated UN response, working though government and with NGOs, recognising government responsibility for prevention, mitigation, preparedness, response and recovery. 4 levels of planning process worked together – in-country, interagency in Iraq (UNDG + HCR and WHO), UNICEF sub-regional, UN sub-regional
4) No OFFP resources could be used except for administrative costs. This placed a heavy reliance on regular programme resources and EPF
5) At the time of the emergency UNICEF staff were to initiate rapid field assessments within 48 hours of reported incidents if security allowed
6) UNICEF was to maintain standing readiness to provide initial assistance according to the Core Corporate Commitments (CCCs) for 550,000 affected people, within 48 hours for 4 weeks
7) Additional programmes should be developed to support rehabilitation and recovery at the time of the emergency
8) Given that most UN agencies did not have regular programmes in Iraq, UNICEF was likely to carry a heavy burden during any emergency response
9) HR management was to link relocation from Iraq to neighbouring countries to address possible refugee challenge and cross-border activities.

Response Strategies

Structures
- Internal Emergency Management Systems – gave responsibility for emergency response to the Country Representative (CR) or, in the event of an evacuation, to the Officer in Charge (OIC) in consultation with the Regional Office (RO) and HQ. In case the OIC was left responsible, they had full authority to initiate and authorise all transactions and release of supplies related to the humanitarian response
- International staff evacuated to Amman would set up a management structure: Sub-Regional Iraq Emergency Response (led by CR Iraq), UNICEF-Iraq Emergency Response (led by the Programme Co-ordinator), Sub-Regional Field Co-ordination and Liaison (led by northern Iraq Co-ordinator) and Sub-Regional Iraq Emergency Response Operations (led by Operations Officer)
- Internal reporting and information management systems for daily meetings, preparation of situation reports (frequency dependent on security phase), and media and donor relations in support of advocacy and resource mobilisation were outlined

Foreign attack or invasion: Military attack by the US and allies to effect regime change possibly involving airstrikes, ground forces, covert actions which disrupt basic services and govt’s ability to provide supplies to population (health, water, food). Military attack could result in widespread displacement of population, and possible refugee movements to neighbouring countries. This might constrain UN’s ability to respond also.

Internal unrest: Civil unrest and instability in-country - both in the North and South/Centre – and the suppression of this dissent resulting in disruptions in the provision of basic services, with possible associated large-scale population displacement and refugee flows. Lack of internal security would seriously affect everyday life, lead to evacuation of IP. Estimated that up to 1 million refugees could cross into neighbouring countries, as well as IDPs within Iraq.
• Emergency Management Team (comprising health and nutrition, education-CP, Watsan, Planning, Communication, Operations, HR, Administration, Budget and finance, Supply and Logistics, IT) were responsible for ensuring adequate preparedness in the office for an emergency response, and for advising the Rep/OIC

Emergency programme objectives
For acute phase:
• initial rapid assessments
• ensure continued provision of services, protection etc
For recovery and rehabilitation phase:
• ensure proper assessments of each sector, and support restoration of services in each sector
• ensure availability of supplies, IEC material, repair and rehabilitation of infrastructure
• support to Iraqi systems and institutions providing care in each sector

Activities should draw on the comprehensive knowledge, staff experience, partnerships gained through previous work in Iraq (OFFP and Programme) both in initial and longer term phases. Vulnerability analysis, surveys, studies, regular assessments and analysis through programmes and OFFP work should lead to the identification of key areas of needed support. UNICEF was identified as lead agency for Water and Sanitation, Nutrition, Education and Child Protection.

Service Delivery
In the acute phase of an emergency UNICEF would provide relief assistance for up to 550,000 population through key health, nutrition and WES supplies pre-positioned in both the north (N) and S/C Iraq. Pre-positioning of supplies (health, nutrition, watsan) in both N and S/C would follow assessments already made of facilities and sites equipped to provide emergency assistance based on UNICEF and UNOCHI databases. Supplies pre-positioned in N Iraq could be used either to support IDPs from S/C, or to provide relief in the north. UNICEF planned to use local contractors to conduct emergency repairs and rehabilitation activities for water and sanitation. Local staff would continue to plan and monitor the UNICEF response in the event of relocation of the international staff.

In the recovery and rehabilitation period, UNICEF would scale up its immediate response to achieve national scope and coverage. This would be supported through the offices in Baghdad and Amman, and would utilise neighbouring COs and newly established sub-offices in neighbouring countries in the event of a larger response.

Partnerships and Capacity Building
UNICEF would support existing government and local authority partners to ensure sufficient capacity for them to respond effectively to humanitarian needs of an emergency - Commerce and Health ministries in S/C (food assistance), General Corporation of Water and Sewerage, and Iraqi Red Crescent.

Humanitarian UN agencies and the main international NGOs in Iraq agreed to a planning and co-ordination mechanism to ensure efficient and timely response to an emergency.

Advocacy
Advocacy for CP was a high priority, and needed to be based on accurate information of the situation at the time. UNICEF was considering different ways to maintain this flow of information especially in the event of relocation of international staff.

The CR was only staff member authorized to conduct interviews with media and external parties
Technical support and HR management
UNICEF Iraq with MENARO and COs in sub-region prepared a staff evacuation and relocation plan to support the programme objectives and strategies. Most of the HR needs could be met with staff already available in UNICEF-Iraq but there was a need for more clarity on funding sources for HR relocation. Because of the complications of using OFFP funding for emergency staff costs, the HR plan sought to use staff funded by the regular programme and support budgets in an initial emergency response.

S/C Key Functions

For each sector the Plan outlined objectives, planning assumptions, activities in event of emergency, preparedness and capacity-building activities, possible collaborative agreements, strategies, responsibilities, HR requirements, anticipated supply and equipment requirements and other resources requirements for each role. Detailed action plans were set out for each officer.

Activities relating to personnel security were set out.

Sector Objectives:

Health/Nutrition: 1) support emergency and basic primary health care and nutrition services for 100,000 people unreached through government services in initial phase, including IDPs, 2) further support to another population of 300,000 in remote areas for 1 month within 1 week including IDPs

Watsan: 1) prevent mortality and morbidity from drinking unclean water for up to 300,000 in S/C, especially IDPs, and 2) during recovery and rehabilitation phase, supporting restoration of regular potable water supply and sanitary services to affected population

Child Protection: 1) support efforts to protect children, both those who were vulnerable before the emergency, and those who become so. Ensure information and systems are available for identifying those most at risk

Education: 1) early identification of psycho-social and educational needs of affected children relevant to their ages; provide some sense of normality and temporary education opportunities for IDP children up to a maximum of 300,000 people; 2) provide support to government to ensure all primary age children have access to quality primary education; 3) during the rehabilitation stage provide safe, appropriate environment for children to return to school. Identify emergency problems affecting children resulting from conflict, help children (especially those in need of special protection) to regain sense of daily normality.

North Iraq Key Functions

Core Planning Commitment: Assessment within 48 hours, standing readiness to assist 250,000 persons within 6 days, for 4 weeks

Overall objective – To ensure the identification of the number of people affected and their needs, some of this in partnership with the government and UN agencies.
Sector Objectives:

Health and Nutrition: 1) ensure access of affected women/child populations to health and nutrition care by immunisation, distribution of nutritional supplements, delivery of appropriate health care and drugs in collaboration with WHO.\(^57\)
Watsan: 1) ensure accessibility to safe drinking water and sanitation in agreement with minimum SPHERE standards for quality and quantity
Education: 1) ensure that all children at evacuation stage have continued access and attendance to learning facilities, especially girls; 2) ensure educational opportunities provided for the community at large, especially women
Child Protection: 1) ensure optimal protection for women and children in emergency situations in line with established humanitarian principals including reunification of separated children, psychosocial support, humanitarian assistance given with a gender perspective, the establishment of child-friendly spaces

Estimated budgets were given for the pre-positioning of stocks for 300,000 people in S/C and 250,000 people in the north.

South/Centre

<table>
<thead>
<tr>
<th>Sector</th>
<th>Budget</th>
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<tr>
<td>Heath and nutrition</td>
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<tr>
<td>Education</td>
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<tr>
<td>Child protection</td>
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<td>Water and sanitation</td>
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North Iraq

<table>
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<td>Health</td>
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<tr>
<td>Nutrition:</td>
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<tr>
<td>Education:</td>
<td>$308,584</td>
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<tr>
<td>Water and sanitation:</td>
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<tr>
<td>Total =</td>
<td>$1,455,680.08</td>
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Iraq CO Preparedness Activities (as at 20 March 2003)\(^58\)

Nutrition\(^59\)
- UNICEF contributed to the Iraq governments’ efforts in the last weeks before the war to distribute nutritional items throughout the country, including High Protein Biscuits (HPB)\(^60\) and therapeutic milk powder. The success of this distribution relied on the governments’ highly developed food distribution network.\(^61\) The nutrition stocks were sent to Nutritional Rehabilitation Centres (NRCs) in hospitals, Public Health Centres, and to the network of

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57 The Plan gives a specific outline for action for preparedness and response to cholera, measles, typhoid outbreaks
58 Information for this preparedness activities section taken from UNICEF Humanitarian Action: Iraq Crisis Preparedness Report, Relief Web, 20 March 2003. Where additional sources are used these are indicated
59 All families in Iraq received a monthly food ration which was distributed by the government. Between August 2002 and March 2003, the government had been providing two months of additional rations to build up a stock of basic food items. However in cases where families had to sell part of the ration to get other basic necessities, this was expected to last only 6 weeks once distribution was interrupted
60 MENA Sub-regional Sitrep #6, 5-11 March 2003
61 which relied on 44, 226 ration agents
some 2800 plus Community Child Care Units (CCCs). 155 tons of therapeutic milk and 1,575 metric tons of HPB were distributed to 68 paediatric hospitals, 560 PHCs and 2,800 CCCUs in Iraq S/C and N, to support the nutritional rehabilitation programme which was launched on March 8th.

- In northern Iraq, supplies to establish 30 additional therapeutic feeding centres were stored including weighing scales, measuring boards, cooking pots, stoves and other equipment. 62
- 100,000 water bags and hygiene kits were pre-positioned in NRCs across the country
- Intensification of national breastfeeding promotion programme
- Supplies to establish 30 therapeutic feeding centres were stored in the north
- Screening of U5 children for malnutrition was on-going. 63
- 10 national and international staff had received emergency nutrition training
- Stationery and photocopying equipment had been distributed to the Department of Health
- Equipment for establishing 10 Therapeutic Feeding Centres was distributed in the three northern governorships
- As lead agency for the nutritional sector in Iraq, UNICEF supported a sub-regional sectoral co-ordination unit headed by a UNOCHI seconded staff member, which convened two sub-regional inter-agency co-ordination meetings to establish co-ordination mechanisms, to agree on supplies and programme standards and ensure appropriate geographical coverage. (In this sector the main counterparts were WFP, WHO, CARE)

Water and Sanitation

Most of the planned locations for IDP camps were not equipped with an appropriate water supply or waste and sanitation equipment and structure. UNICEF, as the lead agency for watsan, planned assessments (with partners) to determine the immediate requirements for emergency interventions to provide safe water and ensure ongoing sanitation. Preparedness activities undertaken included:

- The overhaul and repair of backup generators for over 100 water and sewerage facilities in Baghdad and surrounding governorates, based on discussions with Baghdad Water Authority
- 5 mobile electrical/mechanical engineering teams (with over 60 members of staff) were on 24-hour standby in strategic locations in Baghdad to ensure the continuing function of a sewerage service and a partial water supply. Contractors had been used before the war for watsan rehabilitation, and these were contracted and pre-paid to continue working during the war. 64
- Fuel storage tanks for generators in the city were also set up
- A water tankering operation was put in place for 100,000 people in Baghdad
- 15 metric tons (MT) of chlorine and 90MT of aluminium sulphate was delivered to Ifraz WTP (supplying Erbil) 65 and 8MT chlorine gas and 1MT chlorine powder were delivered to sites near Dohuk. 66
- 16 fuel tanks were installed in Erbil for critical fuel storage and 240,000 litres of emergency fuels to be stored at water projects were delivered. 67
- Cooking pots and washing basins were stored at the warehouse in Erbil. 68
- 1MT chlorine and 33MT of aluminium sulphate was delivered to sites around Sulaymaniyah 69
- 40 fuel storage tanks were manufactured in Sulaymaniyah to store fuel for critical WTP 70, of which 28 fuel tanks were already delivered and installed to sites in Sulaymaniyah

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62 MENA Sub-regional Sitrep #2, 4-10 February 2003
63 MENA Sub-regional Sitrep #3, 10-17 February 2003
64 Sitrep (Hatim George) 19 March 2003
65 MENA Sub-regional Sitrep #3, 10-17 February 2003
66 MENA Sub-regional Sitrep #4, 18-27 February 2003
67 MENA Sub-regional Sitrep #7, 12-18 March 2003
68 Ibid
69 Ibid
70 Ibid
governorship. 355,000 litres of emergency fuel was delivered and stored at water projects and repairs to generators supplying water in Sulaymaniyah were carried out

- A Letter of Understanding was signed with Save the Children (SCF) for implementing WES activities in Sulaymaniyah governorship if necessary
- 12 fuel tanks were manufactured in Dohuk to store fuel for critical WTP and 270,000 litres of emergency fuels to be stored at water projects at Dohuk was completed
- 100,000 water bladder bags were distributed to NRC in S/C
- Practical training on construction of latrines and baths, and installation of water bladder tanks and tap stands given by UNICEF to the Directorate of Water and local NGOs
- Hygiene kits for 70,000 families were pre-positioned in PHC and NTC and additional hygiene supplies for 300,000 were pre-positioned

Health

- Successful nationwide vaccination campaigns for polio, a “mop-up” campaign for measles and a DTP campaign benefitting 4.2million U5s were carried out together with the GOI.
  Combined Diphtheria-Tetanus-Polio vaccination was given to 4.2 million children in N Iraq
- During February, medical equipment and supplies was distributed to PHCs, with priority given to those near IDP sites. Additionally, 1 million sachets of Oral Rehydration Salts (ORS) were distributed to all the PHCs in the country. This meant that before the war, emergency health kits, consumables and ORS had been pre-positioned for up to 1.8million children in S/C, and up to 250,000 IDP in the north
- Safe birthing kits for 100,000 women were pre-positioned
- Drugs to fight black fever were ordered. (64 children had recently died of this in the south)
- 1,030 first aid kits arrived in Erbil on March 1st
- Tents and blankets had been pre-positioned in Iraqi Red Crescent (IRCS) warehouses in S/C to support IDPs
- Local authorities in North Iraq received emergency supplies from UNICEF to be distributed to facilities and local warehouses, including 30,000 sachets of ORS, 550kg of therapeutic milk, 6 emergency health kits for 60,000 people for 3 months, 20,000 blankets, kerosene stoves and 10,000 sets of cooking equipment
- In the week before the conflict started, training was started in Sulaymaniyah. Master trainers for medical personnel were given training on sustaining health services during an emergency

Child Protection

- In the north, UNICEF supported the Iraqi authorities in their relocation of children away from institutions back to their families, (both “orphans” and reformatories) for their protection. By contrast, in the S/C, although the government followed the same policy, they only informed UNICEF 10 days before war started of the numbers of children still left in institutions
- Distribution of food and non-food items for 2,300 institutionalised children and an additional 100,000 IDP children in Iraq were undertaken
- Mobile psycho-social care teams were established and trained in northern Iraq

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71 MENA Sub-regional Sitrep #6, 4-11 March 2003
72 Ibid
73 which took place during January and February 2003, and achieved 98% coverage (MENA Sub-regional Sitrep #5, 28 Feb-4 Mar 2003)
74 which took place from mid February/early March 2003 and reached 92% coverage in the S/C for U5s (MENA Sub-regional Sitrep #5, 28 Feb-4 Mar 2003), but the war started before the 5-12 year old cohort could be vaccinated. A defaulter tracer campaign ongoing during March in the 3 northern governorships
75 MENA Sub-regional Sitrep #7, 12-18 March 2003
76 Ibid
77 UNICEF anticipated up to 5% of IDP/refugee children becoming separated from their families in an emergency
78 Interview notes with consultant
• 44 local NGO volunteers in Dohuk were trained in psychosocial and humanitarian principles. 7 contingency response teams were set up in Dohuk to provide medical and psychosocial support to vulnerable children affected by an emergency.

• Training was given to teachers in S/C on psycho-social interventions in schools.

• Meetings with ICRC on child tracing were held as well as co-ordination meetings with other partners during February.

• 33,000 brochures were produced in Sulaymaniyah on mine awareness in co-operation with Mine Action Group in the local language. TV spots were aired in the same region with more planned dealing with landmine and UXO awareness, and other health issues.

• A total of 30,000 litres of fuel were provided to child institutions in the 3 northern governorships.

Education
UNICEF considered that reactivating the primary education system was a top priority in the event of an emergency, as a powerful means of “returning to normality” for affected children. Preparedness activities undertaken:

• School-in-a-box and recreational kits for 100,000 children were pre-positioned to restart schools, and address psycho-social needs.

• Tents to be used for schools were prepositioned in warehouses, with textbooks in both Kurdish and Arabic.

• With their partners, UNICEF set up committees of teachers and administrative staff at schools to protect school property in the event of war.

• 55,000 litres of fuel were delivered to critical educational facilities in Erbil and Dohuk.

• Training for 1,210 school headmasters on psycho-social counselling and crisis related issues was carried out in Erbil.

• 70 volunteers were trained on psychosocial support for children in emergencies in N Iraq.

Management systems
By January 2003 management systems/ProMS had been put in place to cover the evacuation of International Personnel (IP). Under the existing system the 2 major centres of operation, Baghdad and Erbil were both configured in ProMS. Data from Erbil would be replicated to Baghdad, then data from both offices consolidated and replicated to NYHQ via the internet.

In case of an attack it would be necessary to ensure that both offices would be able to communicate with each other, and that the Baghdad Office would be able to communicate with NYHQ. So both offices had Mini-M satellite phone, M-4 World Communicator Satellite Phone and Inmarsat phones, and both had HF and VHF radios for voice co-ordination and communication.

Procedures were agreed in the event of the Baghdad Office being relocated with data being uploaded to Amman. MENARO had a powerful stand-by server, at least 8 ProMS computers, and a wireless network with the capacity of networking 15 additional computers. MENARO also had SITA IP-connect, Voice over IP, a 64K Internet leased line with firewall and several contingency devices like Satellite Mini-M and M-4, HF radio and VHF. Procedures for relocation of Erbil were agreed. A weekly back up from both offices would be sent to MENARO in case of loss or non-

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79 MENA Sub-regional Sitrep #4, 18-27 February 2003
80 MENA Sub-regional Sitrep #2, 4-10 February 2003
81 MENA Sub-regional Sitrep #4, 18-27 February 2003
82 MENA Sub-regional Sitrep #7, 12-18 March 2003
83 MENA Sub-regional Sitrep #2, 4-10 February 2003
84 MENA Sub-regional Sitrep #7, 12-18 March 2003
85 Ibid
86 MENA Sub-regional Sitrep #5, 28 Feb-4 Mar 2003
87 Emergency ProMS Operation in Iraq, (no date)
availability of recent data. Disaster Recovery procedure would be used to synchronise the data with the hub in NYHQ. A Remote Access Tool called Citrix would be installed in Baghdad, Amman and Erbil in case of evacuation of authorisation staff from these locations.

Paper based manual procedures which could be operated without computers were also developed.

By the outbreak of war management preparedness activities had included:
- Opening a new liaison office in Basra to be managed by one national officer
- The implementation of a system N Iraq whereby the national (OIC)\(^8\) was to replace section heads and liaison officers in Dohuk and Aulay
- Assessment missions were sent to Kuwait: 1 Supply Officer (from Baghdad), 1 Liaison officer (from Sulaimaniya), 1 IT Officer (from Baghdad) and 1 Logistics Officer

**HR**
- UNICEF arranged a 3-month salary advance to national staff to help them prepare for the emergency\(^8\)
- On the 13\(^{th}\) March, 2 staff from Baghdad were transferred to Basra to run the sub-office. An additional assistant was also hired for the Basra sub-office
- By mid-February there were 4 IP in the North and 7 IP in S/C. 40 IP had already been evaluated and were outside Iraq. At the same time 1 SSA journalist and 1 General Service Assistant had been recruited
- By March 11, there were 4 IP in north and 6 in the S/C. The remaining IPs were due to stay in Baghdad until security phase 5 was declared\(^9\)

**Security**
- At the end of January 2003 the UN Security Management Team established a group to further operationalise the UN’s security plan, including the evacuation of IPs and the national warden system for national staff \(^9\)
- At the same time window blast film was installed in the Baghdad CO and the offices in North Iraq\(^9\)
- Vehicles were equipped with HF communications
- At the end of February, it was agreed that, in the event of conflict, it was up to the discretion of the national staff when and how they would make contact with IP outside the country, in the light of their direct assessment of the situation. On re-entry of evacuated IPs into Iraq, it was envisaged that 5 area offices (Erbil, Mossul, Baghdad, Babil, Basra) would be established which would be led by senior officials (D-1 level)
- In northern Iraq, all communications equipment and systems including MINI-Ms, Thurayas, CHF, Codan, local lines and cc-mail were reported functional the week before hostilities commenced
- All remaining UN international staff (10) were evacuated from Iraq on March 18\(^{th}\) when Phase 5 was declared\(^9\)

**Media/Communications**

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\(^8\) The OIC in Baghdad was Hatim George, and in Northern Iraq was Dr Paula Abdulkader (MENA Sub-regional Sitrep #7, 12-18 March 2003)
\(^9\) MENA Sub-regional Sitrep #1, 29 Jan-4 Feb 2003
\(^9\) MENA Sub-regional Sitrep #6, 5-11 March 2003
\(^9\) MENA Sub-regional Sitrep #1, 29 Jan-4 Feb 2003
\(^9\) Ibid
\(^9\) MENA Sub-regional Sitrep #7, 12-18 March 2003
1 press conference and 7 interviews were given in Iraq between 29th January and 4th February.

In mid February Carol Bellamy released a statement on UNICEF’s national polio and measles immunization campaigns and UNICEF’s role in emergency preparedness. This received good worldwide coverage.

At the same time media coverage was also given to UNICEF’s information and education campaign on health and hygiene in the north.

There was considerable media interest in Iraq on UNICEF’s polio campaign (32 interviews were given), as well as their emergency preparedness activities which had focused on bolstering the strength of malnourished children to withstand the forthcoming conflict.

In the week before they were evacuated the CR and Communications Officer gave a total of 31 interviews to the media.

Interagency

- In February, UNICEF agreed with ICRC to produce 100,000 water bags for use by the NRC.
- A meeting with S/C partners (CARE, ICRC) was held in late February to discuss emergency watsan activities, focusing on emergency plans for Baghdad. At the same time in N Iraq, meetings with NGO partners (SCF UK, Quandil) were held to exchange information and discuss areas of possible collaboration.
- In early March, UNICEF’s emergency proposals to ensure the functioning of basic health services for the 3 northern governorships were approved by UNOCHI. These were to be funded under OFFP for a total $8million.

Funding

- Iraq received $10,745,003 for preparedness activities.

3.3 Iran EPRP and Preparedness Activity

Apart from small scale support to Iranian civil society organisations in case of natural disasters, the Iran CO programme does not include a plan for field operations. But UNICEF Iran had faced several emergencies in the past years (floods/earthquakes/Afghan support), and preparedness and response were seen as an integral part of the country programme, with preparedness and response being the responsibility of every member of staff. During the Iraq crisis Iran CO was able to establish a substantial emergency response capacity.

UNICEF Iran planning focused initially on supporting the government and international response to the anticipated refugee crisis. Later in the planning process, due to disagreements over the interpretation of child protection, the CO decided on a more pro-active approach.

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94 MENA Sub-regional Sitrep #1, 29 Jan-4 Feb 2003
95 MENA Sub-regional Sitrep #3, 10-17 February 2003
96 Ibid
97 Ibid
98 Ibid
99 Figures for each countries' preparedness funding provided by Programme Funding Office, UNICEF HQNY and compared with status reports provided by the Iraq Country Team.
100 Draft UNICEF Iran Contingency Plan: Preparedness and Response to a Sub-Regional Refugee Crisis, November 2002.
101 UNICEF concerns over Child Protection were not taken into account by other UN agencies who understood the concept as it was used in the Geneva Convention. Consequently the role of education, safe places to play and children with special needs were absent from discussions. UNICEF’s emphasis on human rights based approach planning (HRBAP) was not comfortable either for other UN agencies or the government. Consequently, UNICEF’s priorities altered: the CO was happy to support other UN agencies but decided to take a more proactive approach to uphold UNICEF’s mandate and the CCCs as regards Child Protection. This revised strategy of “concrete involvement” had consequences in terms of the need for more personnel to enable direct involvement at camps.
Planning was based on the assumption that the response capacity of the Government of Iran was strong, and that they would meet most of the basic medical, food and water and shelter needs. The Iranian government was expected to take the lead through both Ministerial action (for appropriate sectors) and the Iranian Red Crescent Society (IRCS). The coordinating Ministry would be the Ministry of Interior’s Office of Aliens and Migrants (BAFIA) who were responsible, with UNHCR, for setting up refugee camps\textsuperscript{102} and crossing points.

The Task Force on Iraq (TFI) was set up by UNCT in July 2002 under HCR leadership. All CRs of resident UN agencies, ICRC and IOM attended weekly meetings, and 12 sub-groups met weekly or more for technical and implementation discussions. OCHA arrived at the beginning of the war, and took the co-lead with HCR. Discussions focused on issues around the safety and protection of refugees. In November 2002, UNICEF introduced the concept of cross and trans-border operations to the TFI. (This caused some complications with UNHCR’s role and policy which insisted on the right for refugees to be welcomed into Iran). A sub-group on trans-border operations was established under the co-ordination of OCHA.

EPRP – November 2002

The EPRP was written in 3 parts: Part 1 provided a background rationale, discussed the scenarios considered most likely to happened and outlined planning assumptions. (Initial plans were based on 150,000, later revised down to 100,000, people for 1 month). Part 2 was followed by a description of the proposed refugee sites, of which there were 10, detailing assessments of location; existing infrastructure, environment and security; existing supply capacity; and other services in the vicinity. Part 3 outlined UNICEF’s response detailing for each sector/operation the overall and specific objectives and ensuring activities required; the rationale and plans; terms of reference; availability and requirements. No specific actions were detailed and no accountability proscribed. The EPRP assumed that between 100,000 and 700,000 Iraqi people would try to take refuge in Iran of which 12-15% would be children U5, 48-50% would be children U18 and 22% would be women of child bearing age.

The EPRP was accompanied by a Plan of Action which identified 4 phases of response: 1) pre-influx; 2) up to 10,000; 3) up to 50,000; 4) over 50,000. (It was acknowledged that the response might have to move straight from 1 – 4). Activities were specified for each phase in the Plan of Action including co-operation agreements with partners, mobilising supplies and establishing procedures/government permission for cross-and trans-border operations appropriate to each phase. UNICEF was lead agent for watsan, health and education.

The EPRP sectoral/operations objectives were:
Relief: 1) prevent morbidity and mortality among the affected populations as a result of exposure to difficult climatic conditions. This was to be achieved by supporting women and children’s access to shelter; the provision of basic necessities; and by re-establishing community support
Nutrition: 1) prevent morbidity and mortality among women and children as a result of malnutrition by ensuring the availability of supplementary and therapeutic nutritional services; quick detection of people in need and ensuring that women were aware of the benefits of breastfeeding
Health: 1) prevent morbidity and mortality among women and children through the provision of drugs and health services; immunization; and adequate obstetric services for pregnant women
WES: 1) prevent morbidity and mortality among affected populations by ensuring a minimum safe water supply and contributing to sanitation services
Education: 1) ensuring that children have access to basic educational and group activities including in informal settings by the provision of adequate teachers and basic materials and supporting children’s involvement in these activities

\textsuperscript{102} Camp sites tended to be chosen for political reasons rather than suitability of the site
Child Protection: 1) identifying and addressing protection issues for women and children through advocacy and monitoring and interagency work; 2) develop, provide and strengthen psychosocial support services for children and their care-givers by supporting access to humanitarian assistance; the protection of children from further harm; necessary care and counselling; and support to family reunification

Iran CO Preparedness Activities

Between October 2002 and March 2003 assessment visits were made (either interagency of by UNICEF alone) to proposed camps along the whole border in order to: 1) identify possible crossing points and refugee camps (BAFIA role); 2) identify sub-offices and advanced points for intervention; 3) identify logistical capacity and hubs to deliver aid; 4) start developing contacts with the local authority; 5) update contingency plan, especially the budget.

Other preparedness activities undertaken by 20th March 2003:

Nutrition

- Stores to establish 4 therapeutic feeding centres in Iran were stored including weighing scales, measuring boards, cooking pots, stoves and other equipment
- 4 tons of therapeutic milk and 25 tons of UNIMIX were pre-positioned in Ahwaz and Kermanshah complete with the necessary micro-nutrients
- By mid February 500 MT of HPB were stored in warehouses at Kermanshah

Health

UNICEF was leader of the Working group on Health and organised the global plan. Iran CO ran a campaign of information directed towards the local authorities on the status of Iraqi children. Iranians believed that the endemic nature of measles and contagious diseases could harm their people. They also believed that refugees could bring biological and chemical warfare (anthrax/smallpox) with them. UNICEF publicized the real status and needs of children with information from the Iraq CO

- Emergency health kits, consumables and ORS were pre-positioned for 50,000 children
- 10 obstetric kits were delivered to Kermanshah
- Winter clothes for children and 16,000 blankets were pre-positioned in Kermanshah

Child Protection

- Non-food items including tents and clothes were pre-positioned for refugee children
- In early February the design of the landmines programme was completed. Training was given to 40 IRCS relief workers and Literacy Movement Organisation teachers from Kermanshah and Ilam provinces on mine risk education. Materials were printed in the local languages
- In early February the CP Officer attended a workshop in Beirut

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105 Ibid
106 However the government never shared this planning or response capacity, and saw other agencies as means of supply for their own operation
108 MENA Sub-regional Sitrep #3, 10-17 February 2003
110 MENA Sub-regional Sitrep #1, 29 Jan-4 Feb 2003
111 Ibid
**Education**

- School-in-a-box and recreational kits were pre-positioned for up to 10,000 children.
- By early February 2003, school books designed by Relief International were already being used in existing refugee camps inside Iran.
- Technical support was provided for the training of local and refugee teachers on how to respond to emergency educational demands.

1. Partnerships were established with IRAC (an education NGO) implementing education programmes for Iraqi refugees remaining from 1991, and the Literacy Movement Organisation (a former partner in a project for Afghan refugees in Iran).

- in Afghanistan

**Watsan**

- During February, preparedness works were started on sanitation facilities with partners.
- 6 WES engineers relocated from Iraq carried out assessments to identify existing water sources and facilitated the design of watsan systems.
- 40,000 jerry cans had been pre-positioned in Ahwaz and Kermanshah, together with 310,000 litres capacity of water bladders (for up to 200,000 people).
- UNICEF had procured 46 collapsible water tanks (10,000 and 5,000 litres) and water purification tablets.

**HR**

- An Emergency Officer was recruited for the Iran CO in August 2002 keeping the logistics capacity intact from Afghanistan and providing the CO with a full-time Emergency Officer for preparedness.
- A Letter of Understanding was exchanged with Oxfam for the secondment of 1 WES support person.
- In early February the finalization of HR requirements for Kermanshah office was sent to RO and HQ. 3 IP relocated from Iraq arrived on 18th February and went to Kermanshah to staff emergency preparedness there. In early March an Emergency Officer from UNICEF West & Central Africa RO was identified to head the Kermanshah sub-office.
- Visas were obtained for 11 IP relocating to Iran from Iraq in early February.
- An International Mines Consultant arrived in Tehran on 21st February to begin the implementation of the Mine Risk Education programme.
- 4 staff relocated from the Iraq CO arrived in Tehran on the 22nd and 23rd February.
- UNICEF Staff Security Officer arrived 1st March.
- A Communication Officer from Geneva RO was deployed in Iran from March 15th for 1 month.
- A temporary CP officer was recruited.
- The need for technical support staff was emphasized by Iran CO, and MENARO was again asked for CVs in early March. Urgent requests were made to MENARO for education,

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112 Education was not considered a priority during preparedness or response by GOI or other UN agencies. UNICEF therefore decided to "do its own thing" in these sectors.


114 The proposed refugee camps were sited far away - in one case 32 km - from the closest water sources.

115 Ibid

116 MENA Sub-regional Sitrep #3, 10-17 February 2003

117 Ibid

118 MENA Sub-regional Sitrep #1, 29 Jan-4 Feb 2003

119 Ibid

120 MENA Sub-regional Sitrep #3, 10-17 February 2003

121 MENA Sub-regional Sitrep #4, 18-27 February 2003

122 Ibid
nutrition, communications officers and a watsan officer for emergency support. (Iran CO
considered that at least 8 IP were required to run the operation)

- In mid-March 2 more Iraq staff were relocated to Kermanshah (WES officer, and Nutrition
  officer)\textsuperscript{122}. In total 11 staff - 3 Health/Nutrition, 1 Education/CP, 6 WES and 1 Communication
  officer - were sent to Iran and integrated well despite difficult living conditions

**Logistics and Supplies**

Preparedness in Iran built on the emergency supplies (telecoms, vehicles, other supplies) which
had been purchased for the Afghan emergency\textsuperscript{123}

- By early February 2 large warehouses had been identified in Kermanshah and 1 in Ahwaz\textsuperscript{124}.
  Both were custom-bonded to avoid delays getting supplies across the Iraqi border
- By 4\textsuperscript{th} March, all designated supplies had reached Kermanshah, including supplies sourced
  locally for 100,000 children
- The preparedness period was used to improve on the regional level of supply tracking
capacity. UNICEF Amman launched a tracking system, which was followed up on a weekly
basis\textsuperscript{125}
- All UNICEF equipment was kept under UNICEF guard

**Management**

- Sub-offices in Kermanshah\textsuperscript{126} and Ahwaz were established and operationalised in November
  2002 and March 2003 respectively\textsuperscript{127}. These were staffed mostly by relocated Iraq CO staff
  and by some redeployed ex-Iran support to Afghanistan staff
- UNICEF signed an agreement with the Ministry of Foreign Affairs (rather than the Ministry of
  the Interior – BAFIA, who were much more conservative\textsuperscript{128}.)
- Based on their experience during the Afghan response Iran CO pushed for the adoption at
  regional level of a common ProMS programme structure which they had created (MI009) to
  facilitate resource allocations, programme monitoring and donor reporting. Pre-positioned
  supplies were registered on the tracking system
- In early March, 7 cars sent from UNICEF Baghdad had to be rerouted via Amman
- On 10\textsuperscript{th} – 12\textsuperscript{th} March UNICEF Iran sent a mission to Ahwaz to open the sub-office and hold
  technical discussions with partners there. 3 refugee camps were to be served from Ahwaz
- Implementing partners were identified and regular channels of contact with the authorities
  were established\textsuperscript{129}

\textsuperscript{121} Good technical support and co-ordination from RO thanks to rapid deployment of additional technical
  support to MENARO
\textsuperscript{122} MENA Sub-regional Sitrep #7, 12-18 March 2003
\textsuperscript{123} Capacity established during the Afghan crisis was very useful and was built on for Iraq crisis
  preparedness (UNICEF Iran Humanitarian Assistance to Iraq, Jan 2002-Aug 2003)
\textsuperscript{124} In Ahwaz 1,000sm warehousing was contracted, and in Kermanshah 1,300sm (MENA Sub-regional
  Sitrep #6, 5-11 March 2003)
\textsuperscript{125} It took a few months for UNICEF Iran to be able to issue a complete and regular system of
  vouchers/receipts/tracking
\textsuperscript{126} By building on the Afghan response, Iran CO was able to be the first CO to open a sub-office –
  Kermanshah in November 2002
\textsuperscript{127} MENA Sub-regional Sitrep #6, 5-11 March 2003
\textsuperscript{128} This had implications for freedom of transporting goods into Iraq, as the Ministry of Interior – BAFIA –
  was strongly conservative. By signing with the MOFA UNICEF was freer (not having to request prior
  authorisation from BAFIA) to visit provincial centres, to open sub-offices and having facilities in clearing
  items from customs. At provincial level, particularly on the Iraqi border the role of BAFIA was unavoidable,
  but UNICEF “did its best during the entire crisis to maintain a maximal distance with BAFIA local authorities,
  in order to keep its ability to act in accordance with its mandate.” (UNICEF Iran Humanitarian Assistance to
\textsuperscript{129} Despite trying to keep a distance between themselves and BAFIA, UNICEF recognised that BAFIA had
  the leading role in the co-ordination of the Iranian response to the Iraqi crisis, and good relationships were
  maintained with them, especially in Kermanshah
On 27th February UNICEF moved to new offices where VHF/HF equipment had been re-installed. PTT granted permission to UNHCR, UNICEF, UNDP, WFP to use HF/VHF

• The IT equipment in the Kermanshah sub-office was functional from 15th March with a network, email, HF, VHF stations and functional radio room
• The Iranian government forbade the use of HF equipment in the western provinces (before April 2003) so initially was by satphone to sub-offices, cars and key staff members. An HF license was granted to Kermanshah sub-office eventually
• A radio room was made available in Tehran and Kermanshah with a specified operator. A SITA connection was established

Security
• At the onset of the Iraq crisis the Iran CO was 95% MOSS compliant, and 100% MIST compliant thanks to large investments in equipment, staff training and recruitment during the Afghan emergency

Interagency
• Joint UNHCR/UNICEF assessments of the 10 designated refugee sites were made starting on February 20th
• UNICEF entered agreements with WFP and UNHCR to share current warehousing space and expand warehousing capacity
• By mid-February, INGOs were increasingly unprepared to accept UNICEF’s co-ordination of emergency preparedness, and wanted to deal directly with BAFIA. Tension with UNHCR emerged over their insistence that refugees should be allowed into Iran, and UNICEF’s readiness to assist them with cross-border programmes. But by 18th February, field co-ordination had improved between the 2 agencies. Further complications arose with co-ordination when, in late February/early March, OCHA wanted to take the lead in trans-border preparedness operations, which had already been worked out between HCR, WFP, UNICEF
• UNICEF provided support to MSF to visit Ahwaz and Kermanshah
• In early March, the Iranian government asked UNICEF and other UN agencies for help with training (rapid assessment, child feeding practices)
• On March 6th an OXFAM staff member, working under the regional OXFAM-UNICEF agreement, arrived in Kermanshah to prepare training on hygiene promotion
• Between the 12th and 18th March Oxfam (under common agreement with UNICEF) led trainings on watsan emergency interventions for IRCS, the MOH and the Water and Sanitation Company in Kermanshah and Ahwaz
• During the same week, the first training for indigenous IRCS volunteers in Kermanshah took place

Funding
• Iran CO received $914,000 for preparedness: $464,000 from EPF 2 and CERF, and $450,000 from RR
• For internal political reasons, Iran CO was not permitted to begin fundraising before the outbreak of war

130 UNICEF Iran IT status was said to be “pathetic” before the Afghan crisis. By contrast, during the Iraq crisis UNICEF was first UN agency to have operational HF and satellite links in the Kermanshah sub-office (March 2003)
131 UNICEF Iran Humanitarian Assistance to Iraq, Synthesis Report, Jan 02 – Aug 03
3.4 Jordan EPRP and Preparedness Activity\textsuperscript{132}

In 1992 the Government of Jordan (GOJ) received thousands of refugees, most of which were third country nations (TCN). Although the government insisted that the border would stay closed for the Iraq emergency, UN agencies in Jordan thought that if a crisis arose, Jordan would open its borders and welcome refugees\textsuperscript{133} on humanitarian grounds. The GOJ was concerned about funding a large influx of refugees as had happened in 1991-2, and asked for pledges of financial support from other countries should this happen again. It was assumed that the majority of refugees arriving in Jordan would have private transportation as the population centres in Iraq are a long way from Jordan. Refugees were to be accommodated in camp sites originally established for refugees from Iraq during the Gulf War.

GOJ's insistence that the border would remain closed to all refugees not assured entry into another country co-operation between them and the UNCT and wasted valuable preparedness lead time although, in February 2002, while the official line was that the border would not be open to refugees, UNHCR was already planning with the Ministry of the Interior to provide services for asylum seekers at the border, and for TCNs to be registered and provided with onward transport. In mid February, agreement was given by the GOJ for sites for 2 refugee camps and administering agencies (UNHCR + Hashemite Charity Foundation, and IOM and JRCS).

Months before the UNRC took charge, HCR, WFP and UNICEF had reached a common understanding of the expected emergency and produced an operations plan which was used as a basis for the UNCT plan. UNICEF linked their internal preparedness to the existing response capacity of their counterparts in GOJ, building the capacity of counterpart ministries in psycho-social needs in emergencies.

EPRP

The UN Inter-Agency\textsuperscript{134} Contingency Plan used a planning figure of 20,000 refugees, and 60,000 TCNs crossing into Jordan en route for their home countries. Original GOJ estimates were 1 million refugees, but they ended up with a planning figure of 40,000. The JCO planning figure was 10,000 refugees and 500,000 affected Jordanians.

The Inter-Agency plan identified four target groups for humanitarian assistance and mitigation measures: refugees from Iraq, refugees from Palestine, TCN and Jordanians. The Plan outlined overall management and co-ordination arrangements; and set out lead agency responsibilities. UNICEF was lead agency for education.

The UNICEF sub-regional planning process guided JCO’s development of an individual operations plan\textsuperscript{135}. In line with UNICEF CCCs, contingency planning is integral part of country plan, and all staff members took part in its development.

The Plan was in 3 parts:
Part 1 – Analysis of the threat and overreaching emergency related management systems and UNICEF response
Part 2 – Collection of specific preparedness and response plans
Part 3 – Summary of key functions drawn from part 2

\textsuperscript{133}The country has a history of hospitality to refugees
\textsuperscript{134}Participants: UNHCR, UNFPA, UNICEF, UNRWA, WFP, UNDP, WHO, UNESCO, UNU-LA, UNIFEM, IOM, UNJLC, UNSECOORD
\textsuperscript{135}Apart from UNICEF, only 2 other agencies did internal planning early on and pre-positioned supplies
The Core Planning Commitment was: Assessment within 48 hours, standing readiness to assist 10,000 persons within 48 hours for one week.

Overall objectives were the assurance of their survival and well-being (ie fulfilment of their basic rights) to affected populations in emergency scenarios as the situation develops. The plan focused on the standing of office readiness to the sudden development of an emergency situation (as opposed to an on-going emergency situation).

Sector objectives were:
Health and nutrition: 1) minimize the risk of disease as a consequence of the emergency; 2) ensure the availability of medical supplies and services (immunization, supplementary feeding, special care for women)
Watsan: 1) ensure that the risk of disease as a result of poor hygiene/sanitation is minimized; 2) ensure that affected families have essential knowledge about proper hygiene/sanitation practices in temporary basic living conditions, and the provision of water containers, water purification tables etc
Child Protection: 1) ensure that affected children live in a safe and protected environment with their families; 2) ensure that all affected children have psycho-social support
Education: 1) ensure that children in the camp have access to education in a safe, protected environment; 2) ensure all children have access to safe play areas and are involved in educational group activities

Jordan CO Preparedness Activities
JCO “allocated considerable financial and human resources to emergency preparedness and prepositioning of supplies” to meet the emergency needs of 10,000 people. Stocks were pre-positioned at the UNRWA warehouse

Nutrition
- Equipment for identifying and measuring malnourished children was pre-positioned: 6 electronic scales, 3 infant measuring boards, 3 PAC (for measuring mid-arm circumference)
- 8MT HPB and 4 therapeutic feeding kits each serving 100 children were pre-positioned

Health
- A fully equipped clinic was set up with 3 emergency health kits, 50 nebulizers, 1,000 ORS, 4,000 STs, vaccines for 6 antigens, anti scorpion, DT and cold chain equipment
- 1 tent to serve as health clinic equipped with 6 beds and laboratory equipment was pre-positioned

Watsan
- 5,000 IEC leaflets on sanitation were pre-positioned
- 2,000 jerry cans and water purification equipment were pre-positioned

Education
- 6 tents to hold 2 classes simultaneously for 2-3 shifts were pre-positioned in the camp, and equipped with material (stationery etc) for 2000 children 6-13 yrs, teachers’ material for 100 teachers, classroom teaching aid and equipment, educational and recreational toys for 2,500 children, UNICEF T-shirts and cap for 3,000 children for sports activities; Jordanian curriculum textbooks for 4000

136 Humanitarian Preparedness for a Potential Crisis in Iraq, 20 March 2003
• Training was given to MOE staff on multi-grade teaching and psycho-social support to children
• A Manual on Life Healthy Skills was produced
• On February 3rd an education sector meeting was organised to co-ordinate educational and psycho-social emergency response

Child Protection
• In April 2002 JCO participated in a MENARO workshop on Child Protection
• JCO prepared project plans ensuring psycho-social wellbeing for affected children with an international consultant from Centre for Crisis Psychology, Norway. 137 7 manuals were developed, and a 3-day workshop held in June 2002 for national counterparts
• IEC materials – brochures and leaflets – for 4000 children were produced
• A digital camera and diskettes for tracing/reunification were pre-positioned
• Training was given on psycho-social support to government staff and NGOs
• A psycho-social support centre was established in the refugee camp (ie 1 tent and the provision of all relevant supplies - recreational toys, library, cassette player, hygiene kit) to service 6000 people

Interagency
• In June 2002 UNICEF led a Workshop on Rapid Assessment in Emergencies in co-operation with JRCS for staff from Ministries and NGOs and UNICEF staff. Beneficiaries included the Directorate of Civil Defence, MOH & E, JRCS, and some private doctors trained on trauma in emergencies
• New partnerships were entered into with JRCS, the Directorate of Civil Defence and other partners
• Partner NGOs were briefed by UNICEF on the UN health contingency plan, and committed to different contributions
• In late February, meetings were held to discuss preparedness activities between the GOJ, NGOs and UN agencies
• In February an UNMAS deployed mine action advisor arrived to spend 3 months in the region
• In late February, UNICEF was given permission to use the Ministry of Information offices to disseminate information (ie press releases). At the same time, the Humanitarian Information Centre was being established in Amman (by UNIC_Beirut and UNOCHI) for daily briefing on UN activities during the crisis, representing UNICEF, WFP, HCR, OIM, OCHA, UNIC

Logistics & Supplies
• Common Services Unit Supply Section procured telecoms and computer equipment
• UNICEF entered agreements with WFP and UNHCR to share existing warehousing space and to expand warehousing capacity
• In early March, 4 vehicles were sent to Amman from Iraq 138

IT
• 2 laptops and 1 Thuraya satphone were procured

HR
• In mid-February, 2 members of the Iraq education team joined JCO for emergency preparedness support
• In late-February an Iraq Communication Officer was joined in Amman by the Regional Communication Officer to set up an emergency communication centre

137 Consultant developed conceptual framework for range of activities for programming including playgroup to school activities
138 MENA Sub-regional sitrep #6, 5-11 March 2003
At the same time temporary full-time (TFT) posts were filled at JCO – Programme Assistants for CP, M&E, Administration/Security Assistant and an Assistant Communications Officer. 2 General Service 6 and 1 NOB level post were also filled.

Media/Communications

- At the beginning of March, UNICEF MIG communications team established a newsroom
- Interviews with the international media were being held in early March by JCO

Security

- In early March protective window screens were installed in all offices

Funding

Jordan was allocated $210,400 for preparedness activity. $150,400 from EPF 2 and CERF, and $60,000 from donors.

3.5 Syria EPRP and Preparedness Activity

In 2000 the UN interagency contingency plan was developed. The original intention was to update this on an annual basis, but from 2002 it was updated monthly. By mid 2001 Syria had a general contingency plan in place - a blueprint for any potential crisis whether political, natural or humanitarian. The Syrian contingency plan included preparedness both for a refugee influx and for establishing a cross-border corridor via Syria to Iraq for trans-border activities. UNICEF Syrian Country Office (SCO)’s main input was in watsan, education, health and nutrition and psycho-social counselling.

The position of the Government of Syria (GOS) hampered emergency preparedness. The GOS took no part until March 2003, wanting to give the message that war would not happen. By 4th March GOS had given permission for UN agencies to engage openly in preparedness activities.

UNICEF preparedness objectives were to ensure admission, protection and security to refugees; meet their essential assistance/protection needs and help to restore their dignity with particular focus on the needs of the most vulnerable groups (women, children, elderly). Respect for family and community group unity was an objective; as was seeking an appropriate longer term solution, preferably voluntary repatriation to their places of origin.

EPRP – October 2002

The EPRP assumed that preparedness and response activity would involve inter-agency coordination within the UN (primarily UNHCR and WFP) and other partners, primarily the local authorities. It was assumed that Al-Hol camp would be prepared to receive 10,000 refugees, and another 10,000 could be accommodated in Sahlet Al Jarwa camp (64 km east of Damascus). The plan assumed a readiness to help 10,000 externally displaced people within 2 days for 7

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139 MENA Sub-regional sitrep #4, 18-27 February 2003
140 MENA Sub-regional sitrep #7, 12-18 March 2003
141 MENA Sub-regional sitrep #6, 5-11 March 2003
143 Core agencies at the beginning of the planning process were UNHCR, UNICEF and WRP. (Later SARC/IFRC were also involved)
144 Cross-border activities referred to taking supplies into Iraq from neighbouring countries, while trans-border referred to helping people on the border
145 The assumption that there would be 1,700 children in this total
days with education, health and nutrition. UNICEF responsibilities were to ensure provision of counselling and addressing special needs of vulnerable groups.\textsuperscript{146} Programmes to support humanitarian action in the event of an on-going emergency were to be developed as necessary.

Existing programme and partner experience would be drawn on. Activities were designed to improve sectoral preparedness arrangements for rapid response, and ensure effective cooperation between authorities and UN agencies, with clear, shared objectives and continuous monitoring. This was to be achieved by conducting rapid assessments and on-going monitoring to ensure appropriateness of response and support and capacity building to service providers to ensure appropriate technical ability and availability of services to affected refugees. Preparedness and response actions were detailed and accountability of staff members noted for emergency activities.

UNICEF already had some pre-positioned stocks in the UNHCR warehouse in Hasake in October 2002.

**Sectoral/Operations objectives of EPRP:**

**Health and Nutrition:** 1) ensure that the risk of mortality, morbidity and injuries is reduced among 1700 children in Al-Hol camp

**Water and Sanitation:** 1) ensure adequate water and sanitation facilities are properly installed and functioning at Al-Hol camp

**Education:** 1) ensure initiation of temporary educational services

**Child Protection:** 1) ensure that all children with special needs receive appropriate care; 2) ensure that children, families and teachers have access to psycho-social counselling; 3) ensure availability of psycho-social support to cope with stress, trauma and grief

**Syria CO Preparedness Activities\textsuperscript{147}\textsuperscript{148}\textsuperscript{149}\textsuperscript{150}\textsuperscript{151}\textsuperscript{152}**

A sub-office was established at Al-Hasake. By mid-March Al-Hasake camp was in a position to receive up to 13,000 refugees, and Al-Hol camp up to 12,000 immediately, rising to 20,000.

**Preparedness activities:**\textsuperscript{148}\textsuperscript{149}

**Nutrition**

- A nutritional assessment was conducted in the area surrounding the camp

**Water and Sanitation\textsuperscript{149}\textsuperscript{150}\textsuperscript{151}\textsuperscript{152}**

- UNICEF was the lead agency for watsan.\textsuperscript{150} Watsan was the largest sector in which UNICEF was involved in terms of funding, workload, and the number of staff involved. SCO already had 2 in-house watsan experts (CR and Programme Co-ordinator) who planned and co-ordinated the watsan issues and monitored the progress of work in the camp. A re-deployed watsan engineer from Iraq also supervised the construction work. An Oxfam consultant participated in the design and planning phase and another supported the construction phase. 2 local engineers were engaged to assist for shorter periods of time

- Rehabilitation of the water systems in Al-Hol camp was undertaken with UNHCR. The water supply and storage network, and latrine construction were constructed to cater for 12,000 refugees\textsuperscript{151}

\textsuperscript{146} Unaccompanied minors, single women, elderly or disabled people
\textsuperscript{147} Emergency Report, 2\textsuperscript{nd} Draft, 22 July 2003
\textsuperscript{148} The plan had been to upgrade occupancy capacity of Al Hol camp, but as the anticipated numbers of refugees changed, so did level of planning and work
\textsuperscript{149} Oxfam was the major partner in watsan
\textsuperscript{150} MENA Sub-regional sitrep #2, 4-10 February
\textsuperscript{151} UNICEF Humanitarian Actions Iraq Crisis Preparedness Report, Relief Web, 20 March 2003
• 25,000 water purification tablets and 8,260 kg of chlorine granulars were pre-positioned in Al-Hol camp warehouse. Also a tarpaulin, plastic rolls and 2,000 x 10 litre collapsible water containers
• At Yarubia reception area on the border, 2 tanks and 1 bladder were installed for water storage, 4 latrines built and garbage collection bins built
• Oxfam led training on “Planning for Water and Sanitation Facilities in an Emergency Situation” for UNICEF Syria staff
• An additional warehouse 5 km from Al-Haseke city was used for trans-border stocks

**Health and Nutrition**

• 2 emergency health kits (for 20,000 refugees for 3 months), consumables and ORS were pre-positioned for 20,000 children
• 200 mosquito nets, measles vaccines for 4,500 refugees, TT vaccines for 2,000 people, 2 fridges to store vaccines, IEC materials were pre-positioned
• Training on health and nutritional assessment for refugees was given on 4-6 February in Al-Haseke and Der Azzor
• 5 health trainers were given training on rapid health assessment in Amman in a workshop jointly run with WHO
• In mid March, UNICEF agreed with MOH on the salaries to be paid to local health support staff

**Education**

• In conjunction with the RO, SCO organised training for 46 teachers on education in emergencies and the use of School-in-a-Box kits
• With Movimondo, UNICEF conducted a psycho-social counselling training course for 8 trainers from the Directorates of Health and Education and the Women’s General Union
• 36 School-in-a-Box kits were pre-positioned at Al-Hol camp (for 2,880 children)
• 3 tents were allocated for education, and a kindergarten established in the camp

**Security**

• An HF solar mobile power system was received and an HF radio for the sub-office in Al-Haseke was installed
• UNSECOORD were responsible for any evacuation of staff from Syria through Aleppo and Latakia
• In its role as lead agency for telecoms, assistance was given to other UN agencies to be fully MOSS compliant
• A communications room was set up in Damascus and Al-Haseke including HF, VHF, satellite phones and other telecoms equipment for the safety of staff

**HR**

• A Field Emergency Officer joined the team stationed at Al-Haseke on February 6th. A Radio Operator and Nutritionist also joined the office, and a secretary and driver
• 1 Watsan Officer was deployed to help with watsan preparedness in Al-Hol camp
• In the second half of February, 2 UNICEF staff went to supervise the establishment of the sub-office at Al-Haseke

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152 MSF and Medicos du Mundu were partners in the health sector
153 Ibid
154 NGO partner for psycho-social activities
155 MENA Sub-regional sitrep #3, 10-17 February 2003
156 MENA Sub-regional sitrep #1, 29 Jan-4 Feb 2003
157 Ibid
158 MENA Sub-regional sitrep #2, 4-10 February 2003
159 MENA Sub-regional sitrep #7, 12-18 March 2003
• In mid-March, 3 national Iraqi staff who self-evacuated from Baghdad were hired as drivers and administrative staff\textsuperscript{160}
• HR lists were updated and circulated
• Iraq IP re-located to Syria: Liaison officer (from Dohuk), Assistant Logistics Officer (from Sulaimaniyah), Assistant Supply Officer and WES Officer (both from Erbil)

**Interagency**

• UNICEF entered agreements with WFP and UNHCR to share current warehousing space, and expand warehousing capacity
• The Deputy Co-ordinator of OCHA visited Syria on February 5\textsuperscript{th} to discuss emergency preparedness with UN agencies
• UNICEF worked with Oxfam on the construction of the watsan units in Al-Hol camp
• In mid-February a Technical Core Group (UN health and nutrition group) was formed to develop an operational plan for the 3 designated camps (Al-Hol, al-Haseke, al-Boukamal)
• In mid-February partnership arrangements were made with Medecins du Monde, and Oxfam for co-ordinating medical support to refugees
• In mid-February, 2 UN inter-agency working groups were formed to coordinate inter-agency emergency preparedness for refugees and cross/trans-border operations\textsuperscript{161}
• UN agencies met with the MOH to discuss preparedness activities in February. A draft operation plan for Al-Hol camp was distributed to the UN agencies and MOH for revision, (although at this stage, the GOS was not actively involved in preparedness activities)
• In early March, HCR cleared an office room in the camp office at Al-Hol which was to be shared with WFP and UNICEF

**Management/Office communications**

• Communications equipment had been obtained including HF equipment, VHF handsets, an additional telephone and mobile lines and extra laptops
• In mid-February, an additional floor of office premises was acquired in Damascus to accommodate new staff recruited locally or re-deployed from UNICEF/UN offices\textsuperscript{162}
• Phone lines and equipment were installed. An OCHA Telecoms Officer seconded to UNICEF was designated to take the lead in telecoms
• In March UNICEF obtained government approval for HF/VHF licenses\textsuperscript{163}
• A sub-office was established and operationalized in Al-Haseke. This was fully operational by mid-March, with all necessary office equipment, telecoms and IT equipment installed
• 4 vehicles from northern Iraq were sent to Syria in early March

**IT**

• A sub-office was set up in Al-Hasake with full connectivity and a radio room. Wireless LAN was used in the office to avoid cabling. Staff based in Al-Hasake were using cc:Mail mobile accounts hosted in the Damascus office.
• SCO played the lead role in telecoms co-ordination acting as TCA. UNICEF managed to obtain a combined license for the entire UN system on HF and VHF systems and a large quantity of equipment which was used for the Iraq response. This was major achievement as it was nearly impossible to obtain license for radio equipment in Syria. In this role UNICEF also established a UN Syria Telecom Working Group
• UNICEF Damascus office was upgraded with a functional radio room and fleet vehicles equipped with HF and VHF stations. The exercise has made the office MOSS compliant in telecoms.

\textsuperscript{160} Ibid
\textsuperscript{161} MENA Sub-regional sitrep #3, 10-17 February 2003
\textsuperscript{162} Ibid
\textsuperscript{163} MENA Sub-regional sitrep #6, 5-11 March 2003
Administration/Finance
• Contacts with local banks had been established 1 year before the war to determine best local practice of transferring funds
• Permission to establish a new petty cash system for Al-Haseke was obtained 1 year before the war

Logistics/Supplies
• A comprehensive market survey was carried out 1 year before the war to assess local capacity for supplies and logistics
• Contracts were also made with local shipping and forwarding companies
• Fuel was stored for the office generator
• A supply and logistics cell was set up to operate from Amman to track supplies and their delivery. This unit worked closely with the UN Joint Logistics Centre (UNJLC)
• The Senior Supply Assistant attended a special workshop on logistics and warehousing in Brindisi

Funding
• Syria CO received $537,100 for preparedness, $157,100 from EPF 2 and CERF and $380,000 from OFDA

3.6 Turkey EPRP and Preparedness Activity

Wishing to avoid a repeat of the negative effects of the refugee crisis in 1991, the GOT did not want another mass influx of refugees. Their expressed strategy was to establish control over and preserve the integrity of a “safe” zone of undetermined width inside Iraqi territory, where assistance and essential services would be provided (by the government in co-operation with the Turkish Red Crescent Society (TRCS)), with the aim of containing the displacement within Iraq. Despite this 10 refugee camps were established by the government at secret locations until just before the war.

Although the Prime Ministry Crisis Management Centre acted as co-ordinating body for the emergency response and UNCT’s main point of contact was the MOFA, the GOT’s planning process was carried out in parallel to the UN process. The GOT designated Gaziantep as the main humanitarian logistics base and Van as the alternative base. The TRCS established a forward logistics base at Haj Camp, Silopi.

EPRP

UNICEF participated in preparedness activities both on an interagency and sole agency level.

The UN Resident Co-ordinator (UNRC) established an Inter-Agency Working group (IAWG) within the UNCT on emergency preparedness and contingency planning for a possible refugee influx into Turkey from Iraq. UNHCR was designated as the Focal Point and convener of IAWG (which was comprised of staff from IFRC, IOM, UNFPA, UNDP, UNIC, UNICEF, UNHCR, WFP, WHO).

UN planning figures in November 2002 were for 136,000 camp residents for 6 months – 80,000 refugees and 56,000 asylum seekers at the border. (This figure was roughly half that of 276,000 being used by the GOT.) The GOT’s ambiguity on whether NGOs would be allowed to operate in

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Turkey or cross-border in northern Iraq complicated UN planning, as a ban would significantly hinder any humanitarian response (not allowing UN agencies to rely on long-standing partners)\textsuperscript{165}.

The Inter-Agency Contingency Plan, updated in November 2002, identified lead agencies and set out common objectives, standards and sector response plans. UNICEF was the lead agency for education, health and nutrition and procurement. For these sectors the objectives were:

**Health and Nutrition:** 1) primary health care should be integrated with other sectors; 2) health screening should be provided on arrival, and regularly thereafter to identify nutritional deficiencies and health risks; 3) speedy identification and treatment of health problems; 4) priority should be given to preventative and basic curative health services to benefit the majority; 5) the vulnerability of U5s should be central with priority given to immunizations, feeding programmes for the acutely malnourished, ORT, Vitamin A prophylaxis as well as diarrhoea and ARI management; 6) all newly arrived refugees should be vaccinated against measles and those between 6 months and 12 years also be given vitamin A.

**Education:** 1) primary schooling to be available to all with an emphasis on girls’ education; 2) preschool education should be provided for children between 3-6 years and recreational activities should be available to children aged 6-15 years; 3) sufficient education resources and teachers should be provided; 4) free access to organised activities and basic education should be provided for all refugee children; 5) informal schools started by the refugee community should be supported; 6) the curriculum should be based on that of the country of origin to facilitate reintegration on repatriation; 7) schooling should include survival and life skills messages on health, sanitation, nutrition, landmine awareness, mitigation of environmental degradation and HIV/AIDS prevention.

The Turkey Country Office (TCO) EPRP, following the standard format, consisted of 2 parts. Part I outlined the analysis of the threats and summaries of UNICEF’s response plans, and Part II the specific preparedness and response plans for each sector.

An Internal Emergency Management System was outlined identifying lines of responsibility, decision making and reporting systems, and standing procedures for ensuring preparedness and managing staff in the field. The procedures for first the 12 hours of an emergency were detailed. Planning was based on the assumption that UNICEF staff in Turkey would respond to an emergency situation with rapid field assessments within 48-72 hours of reported incidents. Further response would be in collaboration with other agencies within 6 days for 6 months.

Part 2 of the plan outlines the action plans for senior staff and programme sectors, giving detailed plans and allocating accountability to staff members. Sector objectives were:

**Health & Nutrition and Watsan:** 1) support GOT in providing access to health and nutritional care for women and children; 2) support GOT provision of safe drinking water and sanitation according to minimum Sphere standards.

**Child Protection:** 1) ensure safety and protection of all affected women and children, decreasing the negative psychological impact of war.

**Education:** 1) ensure continued access to learning opportunities for all affected women and children.

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\textsuperscript{165} With the exception of the TRCS and a very few others, national NGOs lacked the expertise and capacity to be able to make a significant contribution to a major humanitarian operation.
Turkey CO Preparedness Activities

Health and Nutrition
- Emergency health kits, consumables and ORS were pre-positioned for 90,000 children
- UNICEF consultant carried out training for 20 health staff
- On March 1st UNICEF delivered 20 emergency health kits to the MOH
- Winter clothes and boots for 3,000 were pre-positioned at Gaziantep
- Clothing was pre-positioned for 36,000 0-18 year olds
- UNICEF initiated interagency meetings to co-ordinate action on health and nutrition with the MOH, Turkish Red Crescent, IFRC, UNHCR and WHO

Child Protection
- Non-food items for refugee children were pre-positioned
- Tents for unaccompanied children were pre-positioned
- UNICEF chaired the first meeting of the Education and Mine Awareness sector with MOE, IFRC, UNDP, Social Services, CP Agency, and TRCS

Primary Education
- School-in-a-box and recreational kits were pre-positioned for up to 8,000 children (to restart schools, and address psycho-social needs)
- 100 winter compatible tents for education and CP arrived in Gaziantep warehouse on February 24th with other supplies

HR
- On February 15th an International Health Consultant arrived to strengthen health co-ordination and planning
- In mid February administrative and finance assistants arrived
- On February 14th a new Interim Field Security Co-Coordinator Officer arrived and a full time WFP security officer was deployed to Ankara
- In February training was given to the refugee camp staff using IFRC’s manual on Community Services and Psychosocial Support. UNICEF led training in Ankara and Silopi
- The UNICEF Programme Co-ordinator for northern Iraq + 6 others arrived in Ankara on February 21st for re-deployment
- A temporary Humanitarian Information Centre officer was employed
- On 24th February the UNICEF Advisor on Mine Awareness was in Ankara to finalise the mine awareness strategy
- On 25th February the CEE/CIS and Baltics Regional Education Adviser was in Ankara for 3 days to review the educational component of the contingency plan
- In early March, permanent staff were sent to Silopi and Diyarbakir sub-offices. A Logistics Assistant was hired with funding from northern Iraq
- In March a UNICEF consultant for psycho-social interventions was posted to Silopi
- 1 Supply Officer was sent on assessment mission to Kuwait
- Re-located IP from Iraq: Co-ordinator (N Iraq), Supply officer (Erbil), Assistant Finance Officer (Erbil), Contracts Officer (Erbil), CP (Erbil), Assistant Logistics officer (Dohuk)

Media/Communications

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166 UNICEF Humanitarian Actions Iraq Crisis Preparedness Report, 20 March 2003
167 MENA Sub-regional sitrep #2, 4-10 February 2003
168 MENA Sub-regional sitrep #1, 29 Jan-4 Feb 2003
169 MENA Sub-regional sitrep #4, 18-27 February 2003
170 Ibid
• 4 interviews were given to the local media in January and February, and one in March to the Egyptian media
• Satellite telephone equipment was installed in the Ankara office in early March

Interagency
• UNICEF entered an agreement with WFP and UNHCR to share current warehousing space and expand warehousing capacity in Turkey
• A draft MOU between the UN and GOT was drawn up
• The UNHCR Assistant High Commissioner visited Turkey on February 18th and 19th
• In early March, UNICEF organised an inter-agency meeting on mine risk education. Training was given to 105 TRCS staff on community services and psycho-social support

IT
Staff from northern Iraq were re-located to Diyarbakir. A sub-office established with a network and connectivity with the help of ICT staff in Turkey. There was a good leased line between Diyarbakir and Ankara for cc: Mail communications. Staff were provided with cellular phones. Initially Turkish authorities refused to provide a license to the UN system for the radio network, but eventually UNICEF and UNCT got a license for equipment import and the operation of UHF and HF network in Ankara and Diyarbakir. With the help of a NRC seconded technician HF base stations were established in Ankara and Diyarbakir for vehicle tracking and security communications. This enabled MOSS compliance for the TCO.

Security
• UNICEF was lead agency for trans-border operations\(^{171}\)

Management
• Sub-offices in Silopi and Dyarbakir were established and operationalised by UNICEF. The sub-office at Diyarbakir hosted the Emergency Co-ordinator, UNICEF sector co-ordinators and any staff re-deployed from Iraq to Turkey. The office was shared with other UN agencies
• In February a guesthouse was rented in Silopi for UNICEF personnel
• Office IT equipment for Diyarbakir arrived on February 24th
• Turkey CO received 3 vehicles from Kosovo and 3 vehicles from Macedonia for emergency preparation and 6 vehicles came from Northern Iraq for programmes and safe keeping. They were all cleared by the Turkish Government

Funding
Turkey was allocated $596,000 for preparedness - $136,000 from EPF 2 and CERF and $460,000 from OFDA

3.7 Kuwait Preparedness Activity\(^{172}\)

There was no UNICEF office in Kuwait prior to February 2003. Once WFP agreed to use Kuwait as the main humanitarian entry point, other UN agencies followed suit.

Kuwait sub-office Preparedness Activities

Up to $4 million worth of supplies were pre-positioned in Kuwait, including 960MT of HPB, 20,000 blankets, 20 health kits, 10 mobile purification units, watertanks and jerrycans\(^{173}\)

\(^{171}\) MENA Sub-regional sitrep #5, 28 Feb-4 Mar 2003
\(^{172}\) Interview with consultant
\(^{173}\)
Management

- In mid February, the Supply and Logistics officer from Baghdad was sent to Kuwait to set up an office, telecoms systems, warehousing and identify logistics.
- By the second week of March the Kuwait sub-office was functional and equipped with IT equipment. 3000 Sq m of warehousing had been secured in Kuwait for trans-border operations.\textsuperscript{174}

Security

- By early March Security Phase 3 had been declared.

3.8 Gulf States Preparedness Activity

Security phase 1 was announced in mid February.
- The lack of clarity of government positions left contingency planning unspecific, a situation which was compounded by a lack of resources available to the UN.
- In mid February the government of Saudi Arabia granted licenses for the use of HF and VHF frequencies\textsuperscript{175}
- A WFP staff member arrived on February 16\textsuperscript{th} to finalise the design of telecom contingency preparedness\textsuperscript{176}

3.9 Interagency Planning Process\textsuperscript{177}

All field offices shared their plans within their respective UNCT to further strengthen co-ordination and co-operation. In addition, several interagency meetings were held at regional/global level to discuss scenarios, humanitarian consequences and co-ordination and co-operation between the different agencies in relation to preparedness and response. IASC, ICRC, IOM, UNHCR, UNICEF, UNOIP, OCHA, WHO and WFP attended these meetings. The first interagency preparedness planning meeting took place in Baghdad on April 22\textsuperscript{nd} 2002 during the regular programme UN Agency Heads Contingency Planning Meeting. This was attended by UNDP, WHO, HCR, WFP, UNICEF. Interagency Contingency Plans were prepared for each country, including Saudi Arabia and the Lebanon.

Early planning was undertaken on the basis of what was considered the most likely scenario. Although the perceived likelihood of different scenarios changed at different stages during the planning process, the most likely was agreed to be that a confrontation between the GOI and Security Council (SC) or a group of countries would lead to a general blockade of the country and suspension of OFFP. This could result in sizeable destruction of infrastructure and internal and external population movements. Further displacement might follow a foreign invasion targeting Baghdad and the oilfields (N and SE). The crisis planned for was multi-country, involving up to 2 million refugees and over 1 million IDPs.

There was collaboration in the assessment missions and follow-up meetings to establish a number of common UN regional services, eg UN Joint Logistics Centre (UNJLC) and an interagency international media UN briefing centre which was established in Amman from which daily briefings were given on behalf of the UN agencies involved in preparedness (and later response). A sub-regional ICT preparedness exercise began in March 2002 with an assessment.

\textsuperscript{173} Iraq Presentation, Jacqueline Peters, no date
\textsuperscript{174} MENA Sub-regional sitrep #6, 5-11 March 2003
\textsuperscript{175} MENA Sub-regional Sitrep #3, 10-17 February 2003
\textsuperscript{176} Ibid
\textsuperscript{177} Notes from sub-regional contingency meetings: Sub-Regional Contingency Planning for Iraq 15-17 September 2002; Iraq Contingency Planning Meeting Beirut 27-28 Oct 2002; Sub-Regional Contingency Planning for Iraq 28 December 2002; Sub-Regional Contingency Planning for Iraq 26-27 January 2003
mission to Turkey, a sub-regional preparedness workshop in April and a Telecoms assessment mission in Iraq.

From January 2003 the Humanitarian Co-ordinator for Iraq established a base in Larnaca, Cyprus. Larnaca was chosen because it was not located in the Middle East but was reasonably close to Iraq. The Regional Emergency Officer and a colleague from Iraq made two visits to Larnaca for co-ordination meetings but UNICEF decided to locate its four sub-regional sector co-ordinators\(^{178}\) in Amman rather than Larnaca.

\(^{178}\) Water and Sanitation, Nutrition, Education and Child Protection
4 EARLY RESPONSE (MARCH 20TH TO APRIL 30TH)

4.1 Iraq

4.1.1 Early Response (20th March – 31st March)\(^{179}\)

All remaining IP were evacuated on March 18th, telecommunications cut off on March 19th (until April 13th) and the war started on March 20th. The national staff continued to come to the office, although, under Phase 5 security there was no obligation for them to do so. UNICEF, through the dedication of its national staff, continued to operate throughout the war in Iraq in health, watsan, nutrition, education and CP. All 3 offices in northern Iraq remained functional.

Watsan
- 280 first aid kits were cleared and arrived in the Baghdad office. Another 100 first aid kits were given to Baghdad Water Authority (BWA), and were distributed to water projects in Baghdad
- 36,000 packs of water purification tablets were received, of which 26,000 were given to BWA
- 11,500 litres of petrol were delivered to Nissan and Al-Wathba water treatment plant (WTP) storage containers
- Payments were made to contractors for rehabilitation/repairs to generators, and school rehabilitation work, and also for supplies (petrol, moving supplies from warehouse to office)
- WES teams supervised the installation of water bladders in Mansour, Rasheed, and Kadhimiya municipalities and Karkh centre. They also supervised the overhaul and provision of spare parts for generators. Generator repairs for sewerage pumping station B-2 in Al-Mansour area were also carried out

Child Protection
- Food and other supplies were delivered to Alwiya orphanage, and Adhamiya in Baghdad for the elderly, and Al-Hanan centre for profoundly disabled children in Kerbala

Security
- Staff opted not to use vehicles or satellite phones for security reasons

Management
- MOFA asked all OICs to provide them with a letter with a complete inventory of all assets (all UN Agencies) in office and warehouse, with the emphasis on vehicles and IT equipment
- 5 Traditional Birth Attendants kits and screen for CSO in Baghdad office

Inter-agency
- Co-ordination meetings took place with both NGO and UN partners to co-ordinate activities and share information (PU, ICRC, Islamic Relief) on WTPs and hospitals (WFP, UNOHCI, HCR, UNDP, WHO), and exchange information on activities and staff security
- National staff met with GOI officials (Technical Affairs, Education, MOLSA, GFIW) and offered help and supplies. MOH initially refused to co-operate with UN agencies because of the Secretary General's position on the war, but later (28th March) they asked for a meeting with UNICEF, UNDP and WHO

HR
The HR situation on 26th March 2003 was as follows:

\(^{179}\) Information taken from Sitreps, Hatim George, 19 March 2003, 19-23 March 2003, 23 March 2003
All Iraq CO staff had been relocated from Baghdad (22), Erbil (22), Sulimaniyah (3), Dohuk (2), and were now in: Amman (17), Kermanshah (11), Kuwait (5), Al-Hasakeh (4), Ankara (4), Diyarbakir (4), Silopi (1), Damascus (1), Larnaca (1)

4.1.2 Early Response during April

During April the Baghdad office remained open apart from 3 days – 8-10 April – at the time of the invasion of Baghdad, during which time it was completely looted\(^\text{181}\). During April, the administrative structure of Iraq was in total collapse, with frequent power cuts and security issues (the Coalition was advising the public to remain inside after 8pm). Government and UN buildings were comprehensively looted and burned - in some cases more than once\(^\text{182}\), almost all economic activity was at a standstill, and shooting was heard in Baghdad day and night. The security situation remained highly volatile, negatively impacting humanitarian operations.

The initial response concentrated on assessing the situation in each sector. Initial rapid assessments were made of hospitals, water and sanitation projects, orphanages, and CP institutions to assess the scope of the looting affecting the function of the sector starting with Baghdad and then covering the rest of the country. Following assessments, rebuilding the administration and bringing in the most urgent supplies remained critical.

By the end of April the non-payment of civil service salaries (on which people totally depended to live) was causing problems - an issue which UNICEF brought to the Civil Coordination Officer’s (CCO) attention. Lack of salaries affected all sectors and all levels.

Daily requests for supplies from all sectors were received.

Watsan

UNICEF considered that WES was the most important sector, (an opinion shared by ICRC and CARE International). By the end of April, it had become impossible to restore some water plants in Baghdad as security was not guaranteed. As a result, untreated sewerage produced by approximately 3 million people continued to be pumped into the Tigris River which served as a fresh water source for populations further south. Stocks of water treatment chemicals were low, and an epidemic of diarrhoeal disease was feared unless chemicals became available urgently. In addition, people were tapping into water networks illegally, increasing leakage and cross contamination. In Basra water supplies could produce only 20-30 litres of water/day/person as the main water plant was working at 50% capacity. Following the invasion of Baghdad, the humanitarian response for Iraq in the watsan and CP sectors was being co-ordinated from Kuwait and Amman.

- WES teams undertook assessments of all water and sanitation facilities in Baghdad, also repair work to damages and breaks of water network. Assessments were also made of watsan facilities in Basra and northern Iraq
- There was a dire need of fuel for generators for water and sanitation stations to keep them going. WES teams oversaw contractors’ rehabilitation of generators and installation of bladders at different sites. Work was hampered by shortages in fuel and staff as well as by security issues and prevention of access by military
- On 23\(^{rd}\) April 10 tankers distributed fuel to hospitals, water projects, and PHCs.

\(^{180}\) Information taken from UNICEF Crisis Appeal for Iraq’s Children: Action Update 22 April-4 May 2003; UNICEF Baghdad Situation Updates nos: 1 (16/4/03), 2 (18/4/03), 3 (20/4/03), 4 (22/4/03), 5 (24/4/03), 6 (26-27/4/03)

\(^{181}\) Some office equipment was retrieved, but at some danger to staff, and it was felt that retrieval was not safe to continue

\(^{182}\) eg Al-Rashad psychiatric hospital and al-Rustumiya water treatment plant in Baghdad having been repaired and re-equipped from first looting
• UNICEF distributed water by tankers through contractors with additional help from office drivers helping. By the 23rd April there were 12/13 trucks making 2 trips daily. By the last week of April water was being tankered to hospitals and communities in Baghdad, Basra and Mosul, Kirkuk and al-Fao
• Between the initiation of trans-border operations on March 29th and May 4th, UNICEF sent 364 tankers into southern Iraq (12,234,530 litres water), in particular into the towns south of Basra and Basra itself, benefiting tens of thousands of people
• On 24th April sewerage discharge trucks started operating to Abu Ghraib Hospital. In some parts of Baghdad, problems of sewerage flooding became an issue as systems couldn’t cope with supply
• UNICEF undertook mass garbage collection, with the number of trucks increasing to 19 by April 23rd in Baghdad. Garbage collection was supported by UNICEF in Mosul and Kirkuk as well as Baghdad
• Water purification supplies (chlorine, bleaching powder, aluminium sulphate, chlorinators, tablets) to the value of $3.8million were procured, sufficient to cover 2 months needs in the S/C
• UNICEF engaged engineering teams to repair water and sewerage plants in Baghdad, Basra, Mosul and Kirkuk
• Co-ordination meetings were held with ICRC to avoid duplication of activities, and ensure co-ordination
• Discussions were held with civil servants returning to health, water, sanitation facilities which resulted in common definitions of priorities and targeted emergency response
• Between 28th March and the end of April, OFFP supplies (watsan and shelter) worth $2million had reached northern Iraq since via Turkey

Health
Health was considered the second most important sector, (a view shared by WHO, MSF and Merlin). Some but not all hospitals were looted. Some had no water supply and were using reserve supplies, and all were reliant on electrical generators for power (many of which needed repairing), for which they needed fuel. Hospitals also had issues of safety, overcrowding and disposal of garbage. A supply of fresh food was also an issue for some. The majority of PHCs were also closed, many having been looted, and some medical labs sabotaged. By mid April, almost all MOH staff had returned to work. UNICEF’s support to hospitals was based on their assessments.

Compounding the health hazards related to water and sewage treatment, power cuts led to a breakdown in the cold chain, with the consequent loss of all vaccines by the end of the month. Much of the population had difficulty getting to hospitals and clinics. Among those who did there was a sharp increase in diarrhoeal disease among the young (eg a ten-fold increase was recorded in Zubayr in S Iraq compared with last year); in Nassiriyyah 3-5 children with typhoid were seen every day; and there was an increase in the number of cases of endemic black fever (leishmaniasis). Children weighed and measured in Basra showed 60% incidence of malnourishment reflecting both lack of food available and an increase in the incidence of diarrhoea.
• Assessments were made of health facilities. Almost all hospitals and health institutes in Baghdad were visited and initial rapid assessments made for supplies needed by the end of April. A list of drugs and medical supplies required in Baghdad was compiled—drugs, oxygen, IV fluids, anaesthetics etc. At the early stages of the response MOH warehouses in Baghdad had sufficient drugs for hospitals, but they had not the funds to purchase them. By the end of April the MOH had agreed to distribute supplies as needed

183 Some (eg Al-Chewader Hospital) were being guarded by religious people to prevent looting
The MOH asked UNICEF for help to repair and maintain hospital and PHC generators, restore cold chain activities, and boost PHC vaccination services and medicine supplies. Vaccines were transferred to Baghdad Al-Jadida 2 PHC on 24th April; Al-Mansour Paediatric Hospital was given a health kit and in Baghdad, health kits for 100,000 were delivered.

Vaccines to the value of $3.8 million were procured to cover the 3 northern governorates and Basra and Baghdad for 3-6 months. Priority was given to diarrhoeal drugs and leishmaniasis, but ORS supplies benefiting 10,000 U5s in Basra and ThiQar, and 200,000 in Baghdad were also procured. Polio, BCG, DPT, Tetanus, Hepatitis B, and measles vaccines were administered to 510,000 U5 in Basrah and ThiQar. Vaccines for 150,000 pregnant women, emergency health kits for 100,000 people, were delivered to facilities in the south.

4 mobile teams vaccinated school children against measles, mumps, rubella in Suleymaniyah.

Outside Baghdad, lists of supplies required were drawn up in Erbil and Kermanshah and needs assessment were carried out for health institutions in Basrah and Nassiriyah. Drugs, medical supplies and equipment were delivered to hospitals in Basra, Nassiriyah, Mosul and Kirkuk including cold chain equipment, health kits, and supplementary nutrition.

Assessments were undertaken of PHCs – supplies, attendance and equipment.

A big increase in diarrhoea cases was noted (in 90% of the children visiting hospital) at Central Children’s hospital (which dealt with 2000 patients/day).

The WES team checked the sewage system and water chlorination process of Al-Qadissiya Hospital.

UNICEF (and WHO) provided, ORS, water purification tablets and HPB, also health education materials.

Meetings took place between UNICEF, the MOH and the US military about re-vitalizing the established health system.

UNICEF cleared heaps of garbage from 2 hospitals.

Fresh meat and vegetables were provided to the Central Paediatric Hospital, Baghdad.

There were also shortages in cleaning materials. A list of supplies required was prepared and sent to Amman, and local procurement of supplies organised.

**Nutrition**

The disruption of power and water supplies following the war had a negative impact on nutritional status of Iraqi children.

Between 29th April and 3rd May a Nutritional survey was conducted by staff from the Nutritional Research Institute with UNICEF support. The survey aimed to discover the prevalence of the various types of malnutrition in U5s, the incidence rate of diarrhoea, dehydration, and nutritional oedema in U5s, and establish a starting point from which to address malnutrition. The sample was taken from rural and urban areas within Baghdad governorate. 7.7% of children were found to have acute malnutrition, a significant public health concern. The survey also found that 7/10 children reported having diarrhoea during previous 5 weeks. (Diarrhoea is a major cause in malnutrition).

HPB were delivered to facilities in the south.

**Child Protection**

UNICEF carried out initial assessments at the Al-Rahma Centre for Abandoned Street Children. They found that only 31 children remained at the centre compared with 160 pre-war, and that no staff had remained. Pressing needs were for water, food (fresh fruit and vegetables) and clothing. The generator needed repairing as well as fuel to keep it going.

Towards the end of April, UNICEF provided a vehicle to search for missing children. Some had returned to their families, who wished them to stay, others were persuaded to return to

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184 At the end of April, the MOH had medicine supplies for 3-4 months. Their warehouses were full and had a large reserve of medicines, but the hospitals and PHCs had no way to communicate with them. Funds with which they had previously used to pay for the drugs/we are no longer available.

185 Iraq’s health service was recognised as one of the best in the Middle East

186 Nutrition Status Survey of Under Five Children in Baghdad, 29 April-3 May 2003
the centre, while other children again would not return despite being in a bad condition. (Religious leaders in Saddam City had taken in some of the girls.) Members of the search team (school headmaster, children from the homes and a representative from the Mosque) continued looking in the streets for children, but with limited success in persuading them to return to the home\textsuperscript{187}. There were many children, not originally from al-Rahma Centre also living on the streets. Intensive follow up on 26 children thought to have been abducted was carried out

- The State Home for Orphans was visited and although the building was in good condition, UNICEF help was requested to provide an electric generator, water reserve tank, food items, and kitchen equipment
- Other supplies (food, generator fuel, cleaning materials, potable water) were given to Al-Waziriya Orphanage
- In Sulaymaniya UNICEF organised a children’s painting contest to help overcome trauma and stress
- In Basra a Mine Action Team was set up

Education

- Meetings were held with the MOE to discuss the massive destruction in the educational system. MOE warehouses were completely looted and destroyed, including all text book stocks. At the same time there was huge pressure from families for school to resume quickly as a indication of peace
- The MOE presented a proposal to the Military Command/Civil Administration for an plan of action including re-structuring of the MOE, an assessment of the condition and needs of schools and a resumption of educational activities throughout Iraq which would be achieved in collaboration with UNESCO and UNICEF
- At the end of April assessments were made of schools in Baghdad. Several had been occupied by coalition forces, political parties, or used as weapons stores while others were found to be in working order and hadn’t been looted or damaged. 4,700 SIAB kits were procured for 350,000 children
- In northern Iraq, damages to 198 schools occupied by IDPs during the conflict were assessed. 10% needed repairs. A start was made with the watsan facilities
- Distribution plans were prepared for educational materials in Kirkuk and Khanaqin districts to support the resumption of schooling
- 80 SIAB kits for 3,200 children were distributed in towns south of Basra

Office Administration

During April national staff began rehabilitating the office, repairing and replacing broken equipment. Some Islamic communities had returned looted equipment to UNICEF office of their own accord. The financial records had survived intact.

- Transportation needs were addressed by the rent of 2 mini-buses and other vehicles for daily field visits
- Batteries were obtained for the office generator
- The possibility of renting trucks to provide water and fuel to different locations was investigated
- A stock-taking was carried out for supplies stored in the office
- An IT connection was established, and telephones were made operative\textsuperscript{188}
- Office systems were reactivated as quickly as possible. Manual ProMS transactions started again on 21\textsuperscript{st} /22\textsuperscript{nd} April

\textsuperscript{187} 34 children were brought back to the centre

\textsuperscript{188} Initially the only source of communication with Amman was via satphone, but in late April, a HF (Codan) base was requested from Amman to re-establish HF communication
Media/Communications

- Water tankers and trucks carried the UNICEF logo
- Meetings to co-ordinate publicity work on mine awareness were held with the Civil Defence
- In the field when filming was proposed, communities (particularly more conservative ones) were consulted one day in advance if they minded being filmed
- UNICEF advocated strongly for a focus on the vulnerabilities and needs of children during and after the war, with an emphasis on the dangers of contaminated water, urging stakeholders to address this as fast and effectively as possible. The risks of large depots of ammunition unaccounted for and UXOs were pointed out. There was also advocacy for fast resumption of education to bring back sense of normalcy to children’s lives
- With Video Cairo Company, UNICEF shot footage of the condition of street children, orphans, and severely disabled. Feature stories, including interviews with UNICEF staff, and photos also made

Security

The office remained under Phase 5 security, but many staff still reported for work. Meetings were held between different agencies, and departments of the GOI and military representatives and the CCO, also with religious and community representatives requesting security, sharing information, and co-ordinating activities. The situation changed between discussions held early April, in which the military forces had no orders to recognise the UN or offer protection, and those held in the last week of April, when UNICEF was given permission to take oil and fuel directly from Al-Dora refinery (rather than paying for it all themselves and bringing it in), providing only transport for distribution. By the end of the month the coalition forces had also agreed to provide security for transportation of UNICEF supplies.

- UNICEF vehicles were not used at all. Assessment visits were made in the drivers’ private cars with field visits being restricted to within Baghdad
- All female staff members were accompanied by male staff on field visits, and were advised to respect the attitudes and traditions of the more conservative communities when making field visits.
- All staff wore UNICEF jackets, and carried UN ID cards as well as UNICEF cards
- The presence of numbers of media personnel carried its own dangers. On one occasion (23/24 April) when UNICEF water distribution teams were out with a foreign media team with cameras, people became suspicious that the water was contaminated, and the team (UNICEF and media) were attacked. Only by drinking the water publicly were the people persuaded that it was not poisoned. This was the only incident of its type, and was due to the presence of the media, alerting UNICEF staff to the potential dangers of media presence

HR

Staff deployment as of 30th April 2003:

From Northern Iraq:
- Of 4 staff originally from Erbil evacuated to Amman, 3 remained in Amman, 1 went back to Erbil
- The 8 staff from Erbil and 1 from Dohuk who were evacuated to Turkey returned to Erbil in two groups, on 23rd and 29th April
- Of those evacuated to Iran (4 from Erbil, 1 from Suleimanya, 1 from Dohuk) 1 returned to Erbil on 23rd April, 1 was reassigned to Baghdad and 2 remained in Iran. The staff member from Dohuk went to Erbil, and the staff member from Suleimaniyah returned there on 16th May, after leave
- 2 staff were evacuated to Kuwait, 1 from Suleimanyah and 1 Erbil while 1 stayed in Kuwait and then moved on to Basra the other took leave
• Of the 2 staff members evacuated to Syria from Erbil, 1 returned to Erbil on 24th May (after leave), and the other stayed in Syria. 1 staff member who had gone from Suleimanyah to Syria returned there on 30th April.

From Baghdad
• Of the 13 staff evacuated to Kuwait, the Programme Officer returned first to Baghdad followed by 4 other staff members who returned on 1st May. The remaining 8 were to stay in Kuwait until permission had been granted to go to Basra.
• Of the 6 evacuated to Amman, 1 returned to Baghdad in the first group on 1st May, 4 were in the 2nd group, 1 returned after home leave on 12th May. 1 staff member returned following a mission to Teheran.
• The 1 member of staff evacuated to Larnaca was rotated to NY.
• 2 Staff members were evacuated to Iran. 1 was to remain in Iran and then go back to Baghdad while the other returned to Baghdad following home leave on 17th May.
• 1 staff member was evacuated to Syria, and was given extended home leave.

IT
Regular contact was maintained with national staff during the war to check on safety. The looting of office and ICT equipment limited both vocal/data communication and out of the office equipment was used as well as that of some NGOs. National staff continued to send situation reports using backup satellite through an account hosted by MENARO.
• The cc:mail PO was restored within hours after the reception of a server, network switches and an INMARSAT terminal.
• A needs assessment was carried out to cover restoration of ICT services in the event of the worst case scenario of complete looting, the establishment of new offices at Basra and Mosul and the upgrading of the northern offices. A budget estimate was made to cover computer, networking, radio and satellite equipment together with a deployment plan. A Purchase Order of c $1.4million was raised to cover all the needs and positioned in the supply division on 30th April 2003.
• During the war Prestock equipment in Copenhagen was dispatched to Kuwait for re-entry into Basra, loaned for a rapid response.
• By the end of April, HF Base station Bravo Charlie Base was back on air.

4.2 Iran
Only 45 IDP families needed assistance near the Khoshravi border post from Karla, Tami governorate. There were some cases of diarrhoea among them. There were no refugees on the Iranian border. Security at Ahwaz Province remained at Phase 3. Despite compelling geographical reasons for using Iran as a primary route, for political reasons the major trans-border operation was not carried out from Iran, but from Kuwait.

Watsan
After the invasion in Iraq it was clear that water provision was going to be the main immediate need, particularly with the high summer temperatures. The Iranian border is only 18km from Basra.
• Drinking water convoys were sent into Iraq with water pre-packed in UNICEF-branded jerrycans. 76,000 collapsible 10 litre jerry cans were trucked to Basra province.
• Water purification tablets were sent.
• 16 water tankering operations were conducted in the immediate aftermath of conflict from Ahwaz to Al-Fao peninsular and Basra.

189 ICT Preparedness and Response Iraq Emergency, no date
190 Lessons Learned from the Iraq Emergency: A Personal Perspective Gained in Iran, Luc Chauvin, no date; UNICEF Humanitarian Assistance to Iraq: Synthesis Report, Jan 02 – Aug 03
Child Protection
- On 24th April UNICEF organised a ½ day orientation for IRCS social workers in the refugee camps

HR
- 2 new staff joined the UNICEF team in Ahwaz on March 24th

Interagency
- Co-ordination meetings with partners were on-going

Supply/Logistics
- The airlift capacity to Kermanshah was swiftly used
- The organization of the first 2-3 convoys to Basra and Baghdad faced tremendous lack of cooperation from the MOFA. Additionally the plurality of government partners involved initially caused havoc and delays
- At the on-set of the crisis, trans-border movement was seriously constrained by the lack of cooperation from the Iranian provincial authorities and the military. Thanks to a strong push from the CR, Iran CO progressively gained the confidence of the Government of Iran to facilitate trans-border movements into Iraq, and with improving cooperation the convoys became faster
- New supplies from Tehran and Kermanshah were received on the 26th, 27th, 28th March (water bladder, jerry cans, health kits, medicine kits)
- Truck movements to Iraq picked up from the end May once co-operation had been secured from the MOI provincial branches

Management
The co-ordination with MENARO and other COs involved in the Iraq crisis was very good until about 2-3 weeks after war started.

IT
- Vehicle tracking and maintaining radio checks with the sub-regional station was carried out from the Radio Room
- UNICEF established a VHF repeater network which used by other UN agencies in area
- Most of the co-ordination was done on telecoms related to standard SELCALL, CALLSIGN and frequencies as a lot of radio equipment was being used by NGOs. (Co-ordination was needed to avoid the confusion of security and talk channels, to facilitate identification of users making emergency calls, intruder/nuisance deletion, and vehicle tracking for common UN convoys)

4.3 Jordan
During the emergency, Jordan received a total of 2059 Third Country Nationals (TCN) and 1200 refugees. Of the 2059 TCNs, 1,876 were assisted to continue with their journey to their home countries and the remainder managed to stay by seeking political asylum. The early response plan of UNICEF was to ensure assistance to the refugees within the first 48 hours.

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191 ICT Preparedness and Response Iraq Emergency, no date
Health
Within the first 24 hours, UNICEF assisted the Ministry of Health to establish a health clinic in the refugees camp. UNICEF supplied from its stock already placed in Jordan, all necessary medical equipment, drugs and furniture. The MOH staff who were assigned to manage the clinic were able to serve refugees as they reached the camp. Some 40 patients visited the clinic on daily basis to receive medical assistance. The clinic provided primary health care and referral services, monitored the health and nutrition status of refugees specially children. During this period, UNICEF attended all meetings of the health committee to review and assess the health situation of the refugees, and provided additional supplies as needed. UNICEF also assisted in the immunization programme for the refugee children and distributed IEC materials produced to guide parents on health issues.

Nutrition
On March, 3 UNICEF assisted the medical team attached to UNICEF/MOH clinic to carry out a nutritional survey to identify and detect malnourished children in the refugee camp. The result of the survey did not show any serious nutritional problems among the refugee children. The pre-positioned HPB, OXFAM kits and F-100 therapeutic milk were shipped to Iraq as a result.

Watsan
Water containers (10 lit) and water purification tablets were distributed together with IEC materials on hygienes and sanitation.

Education
Initially two tents were set up to provide primary education for the children of the TCN camp, but after the war when the refugees began to arrive, two additional tents were set up. For the first 30 days some 500 children aged 6-12 were served in the the TNC and 300 refugee students were provided with primary education upon arrival. UNICEF provided:

--Text books for Arabic, mathematics and sciences fro grades 1-6.

--Covered certain cost related to transportation, accommodation of 8 MOE teachers assigned to the camp (these teachers were trained by UNICEF on multi-grade teaching and psycho-social needs of refugee students).

--Provided all such supply items as educational materials, classroom furniture, educational games, blackboards, and materials related to psycho-social activities.

Advocacy and Communication
Commissioned a consultant to develop two human interest stories on the basis of the situation of the children in the camp for advocacy purposes.

IT
MIG office (Amman) hosted the ICT platform for the Iraq office in exile involving computer equipment, network, PABX and lease line IP connect for running a parallel office in Amman with support staff. Declaration of security Phase 5 in Iraq meant the evacuation of Baghdad to Amman and Erbil to Diyarbakir with the ICT staff in last convoy. Vehicle tracking was done from the Evan team conducted from the MENARO radio room, with the security officer constantly being kept updated with the tracking data. The Radio Room turned into a 24/7 operation, having daily radio checks in Amman, and vehicle tracking and checks with stations in the sub-region.

• MIG house was established with the restoration of ProMS and email within 24 hrs. ProMS for the northern Iraq and Baghdad offices were located in the same physical network which was not foreseen in the scenarios and so required additional fine tuning of the procedures

\[^{192}\text{ICT Preparedness and Response Iraq Emergency, no date}\]
• Replacement vehicles (for the ones which were looted) were equipped with HF, VHF, and Thuraya Docking adapter in Amman covering 18 mobiles for Baghdad, 11 for Basra and 10 for interagency convoys. Around 100 VHF handsets were programmed and distributed to staff for use in Iraq and the sub-region
• Equipment in stock in MENARO was procured for a rapid response such as VHF handsets, Mobile, Thuraya handsets and INMARSAT which was immediately deployed for urgent needs

TCA Role in Jordan activities included:
1. Identifying repeater site for common security channel and providing technical details for ordering radios from UN system
2. Assistance with form filling and radio equipment necessary for MOSS compliance
3. Installation and programming for radios in UN vehicles (16 units). Assist with installation of radio in convoy vehicles for Iraq re-entry (c. 20 units)
4. Programmed handsets for individual agencies and common system (c. 200 units) to be used on security channel
5. Allocated call sign to UN staff in Amman and inputs to SMT on radio checks and procedures. Assisted in recruitment of radio operators for crisis communications centre at UN house
6. Assist FCSO in establish common license for UN agencies on radio frequencies
7. Establishment of interagency working group on ICT related to Iraq Emergency and arranged training for ICT staff
8. Provided technical guidance to individual agencies requirements of radio and sat equipment

4.4 Kuwait
The water tankering operation into south Iraq took place from Kuwait.

ICT support was provided to the logistics operations in Kuwait
• UNICEF provided and assisted in the installation of an HF base station at the common UN premises
• The office was also provided with M4, Thuraya and VHF mobiles for communication from border areas
• With the declaration of Phase 4 in Kuwait, UNICEF staff were testing the emergency communications system as part of MOSS compliance, including radio checks with staff and vehicles. Staff using cc:Mobile from their account hosted in Amman with connectivity provided by ISP in Kuwait
• HF, VHF equipment and solar panels were positioned in Kuwait for deployment in Basra.

4.5 Syria
Approximately 30,000 Iraqis crossed into Syria before the war looking for sanctuary. They did not need or request asylum because they were either well-off or had relatives with which to stay.

Following the Allied entry into Iraq, a few refugees –500 maximum - arrived at Al-Hol camp. Approximately 1000 TCNs arrived, and were held at the transit centre at Al Yaroubyia close to the border. UNHCR refused to accept TCNs as refugees (IOM took responsibility).

The border was open for the duration of the conflict, apart from a few days when Syria was pressured by the US to close the border to prevent Saddam’s forces from escaping.

4.6 Turkey
No information on the TCO response to the Iraq crisis was found.

193 Ibid
194 Interview with consultant
5 POST-WAR RESPONSE (MAY 1ST TO JUNE 23RD)

5.1 Iraq

Lack of security was recognised as the main factor hindering both the resumption of basic social services to civilians and humanitarian improvement. During May daily lootings, shootings and carjackings created a climate of fear, and restricted humanitarian workers’ actions. While the arrival of the Special Representative of the Secretary General (Sergio Vieira de Mello) and his team in June opened the way for increased dialogue between the UN, Coalition Provisional Authority (CPA) and the Iraqis, attacks on UN agencies and NGOs continued. Key obstacles remained the security of staff and facilities, lack of operational mechanisms and replacement of looted items, lack of norms with regard to management and financing of facilities operations, lack of resources, fuel shortages, no telecoms and co-ordination within Baghdad, lack of staff salaries, unconventional repair methods and shortages in spare parts. There was also potential for disaster the longer civil servants’ payments were delayed.

Children were killed almost daily by UXO. In Baghdad, it was estimated that there were 800 hazardous sites (mostly cluster bombs and ammo dumps). This also affected garbage collection in the city.

Security in the northern governorships was good, with the basic services functioning at pre-war levels.

40 IPs had returned to Iraq by the middle of May together with a full corps of national staff, and UNICEF offices were operating at full pre-war capacity in Baghdad, Basrah, and in northern Iraq. Carol Bellamy toured Iraq on 18th and 19th May. During her visit she thanked staff and toured hospitals and schools in Sadr City where she delivered SIAB, and talked to teachers and students.

UNICEF embarked on a series of assessments of the Extended Programme of Immunization (EPI), and nutrition, education, watsan sectors. All assessments were made in full collaboration with partners, including Iraqi reps, INGOS, UN agencies. On 29th –30th May a meeting was held in Erbil to initiate a nationwide assessment in the area of CP.

Cross border operations bringing supplies into Iraq operated daily from Jordan, Iran, Kuwait, Syria and Turkey.

Watsan

Sewerage treatment plants in Basra were dysfunctional with sewerage leading into irrigation channels where children were swimming. There was a similar situation in Baghdad, with the al-Hurriya sewerage/treatment plant out of work, and sewage floating into surrounding residential areas. Garbage collection system was still only partially in place in the cities.

There was a continuing problem of drinking water supply in southern Iraq and some suburbs of Baghdad. People, desperate for more drinking water, made holes in water pipes creating cross-contamination with sewerage and reducing water pressure in pipes. Collected water (often of dubious quality) was being sold in markets.

- Water tankering continued in Baghdad to locations where WTPs were not working. Water was delivered to hospitals, child institutions and residential areas. In May, 28 tankers

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195 UNICEF Crisis Appeal for Iraqi Children: Action Update 5-17 May; Update on Iraq Crisis 1-15 June, 16-30 June 2003
196 Contamination of Iraq by UXO is among the worst in world
197 now Sadr City – one of hardest hit areas in terms of humanitarian need
provided 510,000 litres/day. By June the average daily capacity being delivered by tanker in Baghdad had risen to 2 million litres.

- In Baghdad an assessment of the complete water distribution network (including 9 WTP, 53 Compact Units (CU), and 4 boosting stations) was carried out by the Mayoralty of Baghdad Water Authorities with the support of UNICEF. 40% of the system was broken with over 500 separate breaks being located leading to a loss of 50% of the city’s water. UNICEF awarded the contract to a company for repair.
- UNICEF continued to overhaul generators and supply and transport fuel to the city’s generators at water projects, an operation which, during June, meant a daily distribution of more than 120,000 litres of fuel to 231 water and sanitation pumping stations in Baghdad.
- As a one-off measure during May UNICEF paid $46,000 to 15,000 Baghdad Water Authority staff to keep working. (OCPA took over paying civil servants following this)
- Assessment and rehabilitation of Baghdad’s sewerage systems was continued.
- In Baghdad, UNICEF supported vehicles to clear drains and sewerage spills. 26 trucks were hired to collect garbage. A contractor was hired to clear garbage from 3 hospitals and some residential areas with a larger campaign planned for Sadr City. By June garbage from 11 hospitals had been cleared.
- 44,700 litres of cooking gas were delivered per day during May.
- UNICEF took over the water distribution from the pipeline from Kuwait to Um Qasr. Tankering increased from 20-30 tankers/day to 49 (May 5), and 67 (May 11) – i.e. 2,010,000 litres/day, 79 tankers (by the end of May) rising to 100 tankers a day during June brought water to 150,000 people in areas south of Basra daily. By June, an average of 2.5 million litres of water daily were being tankered to ensure a supply of clean water to hospitals and communities in the southern governorates.
- In Safwan and surroundings, 50,000 people were totally dependent on UNICEF for water.
- With ICRC, UNICEF undertook a leak-detection project in southern Iraq.
- During June UNICEF took over the monitoring of the water network in Basra for 3 months, with chlorine testing at over 200 points in Basra.
- As part of the cholera monitoring team in Basra, UNICEF and the local authority set up a distribution plan for chlorine in the city. 130 MT of chlorine gas was delivered to Basra from Iran. The convoys collected 200 empty chlorine cylinders of 100kg each to be refilled in Kuwait. As of May 13 there was enough chlorine for the affected areas. (Together, UNICEF, ICRC and the Coalition brought in over 300 tons of chlorine)
- UNICEF monitored the functioning (or not) of 2 major sewerage treatment plants in Basra and Baghdad, providing follow-up and repair activities. Elsewhere in S/C UNICEF supported the General Corporation of Water and Sewerage in making assessments.
- Transport of 25,000 chlorine tablets and 9,000 kg of chlorine granular powder + 89 water containers was arranged to Mosul.
- In the 3 northern governorships UNICEF initiated the rehabilitation of 52 rural water projects.
- UNICEF worked with local authorities to establish lists of water and sanitation staff formerly on the payroll to get the HR capacity to repair and operate facilities.
- UNICEF also provided trucks for garbage collection in Kirkuk.

Health

In Erbil, Carol Bellamy toured the maternity hospital, and promoted exclusive breastfeeding as a means of preventing the high rates of diarrhoea in young children. As of May 13th there were 24 confirmed cholera cases in children in Basra and the rate of watery diarrhoea was twice the average for this time of year. An interagency cholera monitoring group (including local government officials) was formed to address the issue quickly. There was an urgent need for pentostam (for visceral leishmaniasis/black fever). WHO working with government on provision of drugs for this.

198 Between 28th May and 4th June WHO recorded 73 cases of cholera (more than 10x the number WHO recorded for 2002).
• Assessments of PHCs were made with NGOs including 15 in the S/C governorships
• Volunteer health workers were trained in the basics of child health care in Baghdad
• 2 health kits (20,000 people) and 1,000 doses of pentostam were airlifted to Kuwait for distribution to southern Iraq during May
• 78,000 sachets of ORS arrived in Basra for distribution
• An additional 10 tons of ORS were sent to Baghdad from Kuwait; also 90,000 doses of measles and rubella vaccines and 150,000 doses of DPT, to go to PHCs and the paediatric hospital in Basra where the cold rooms had been repaired
• During June health supplies delivered to PHCs included 100% of ORS supplies needed. Health supplies for 150,000 people were also delivered to 6 health centres in Al-Thawra City, emergency obstetrics supplies for 200,000 women to Diala and primary health care and emergency obstetrics for 250,000 to Kirkuk
• A needs assessment of the Baghdad Institute of Sera and Vaccines and the Central Health Laboratories was conducted to determine the follow-up needs for cold chain equipment, and an inventory was prepared of what was needed in the administration sections of the MOH to resume this programme. The central vaccine warehouse was rehabilitated, ready to receive vaccines. All 18 governorships were provided with 3 months supply of BCG, Polio, DPT, Measles, TT and Hepatitis vaccines. UNICEF provided support to the MOH to launch routine immunization programmes on 14th June, with approximately 80% of facilities capable of resuming their services
• 10,000 litres of kerosene was provided to the health department to run kerosene refrigerators for vaccines
• UNICEF distributed 1,000 cartons of ferro-folic acid to antenatal care units in N Iraq
• Health sentinel sites set up to gather health information from hospital and health centre patients

**Nutrition**

• 4 tons of HPB and ORS were trucked in from Iran
• Nutritional assessments were made at CCCUs, PHC, Nutritional Rehabilitation Centres (NRC) to re-establish the of Targeted Nutrition Programme (TNP), which was reactivated during June. Training courses/refresher workshops were planned for PHC directors and staff, and CCCU (Community Child Care Units) volunteers
• 14,000 cartons HPBs (112,000kg) were delivered for 56,000 children
• 2MT THM was delivered to the paediatric hospital in Baghdad, in addition to 167MT previously pre-positioned

**Child Protection**

Among street children, drug use was reported – a new phenomenon in Iraq. UNICEF, as lead agency for CP, co-ordinated a country-wide protection assessment with 5 INGOs for which the initial planning meeting took place in Erbil at the end of May.

• During May UNICEF and Enfants du Monde provided counselling for children at al-Rahma institution in Baghdad. Food, toiletries and other necessary items were given to the institution
• The 220 children of 1,025 Palestinian refugees living in a camp in the Baladiyat area of Baghdad were supplied with HPB, milk, diapers, 3 school kits, tents and STs
• In the north, all child care institutions were now functioning as pre-war. UNICEF continued to monitor the status of children who were reintegrated with their families. WES supplies were delivered to orphanages
• During June the National Protection Working Group was created in Baghdad to facilitate the exchange of information relating to protection issues and to systematise the identification of

199 The rehabilitation of Iraq’s cold chain system was covered by $1.85million funding from DFID
200 WHO, CPA, Iraqi counterparts and UNICEF focused on efforts to re-establish the country’s immunization system as a main priority for protecting children’s health. A grant was received for this from USAID
201 More than 220,000 children born during the conflict needed vaccination
needs and the development of appropriate responses. UNICEF chaired the weekly meetings.

- UNICEF prepared for the creation of child-friendly spaces in Baghdad and elsewhere to provide recreational activities and counselling for children, with the promotion of health/hygiene practices.
- UNICEF co-operated with the Iraq Media Network to broadcast additional spots on mine awareness.

**Education**

According to initial assessments in Basra and Thi Qar governorships 20% of schools had been looted. New Director Generals (DG) for Education had been appointed in Basra and Nassiriya. UNICEF established close working relationships with both. The Directorate in Basra had been completely looted.

- During May a total of 370 SIAB kids were delivered to schools in the south (each with materials for 80 children and their teachers). An additional 500 SIAB kits benefiting 40,000 students and 1,000 teachers were distributed during June.
- During May, UNICEF asked the LEAs in Basra and Nassiriyah to prepare budgets for office and school furniture.
- A total of 58 schools in Baghdad were supplied with fans, light bulbs and electrical fittings after having been looted, benefiting 120,000 children.
- During May in the north, UNICEF initiated a “back to school” campaign by facilitating the transport of 2,000 children to school. Primary teachers attended a psycho-social evening. By June this strategy had paid off with all schools in the north having fully resumed. By June in southern Iraq, 80% of schools were functioning.
- Teachers having partially received their March salaries.
- Apart from getting children back to school UNICEF’s education priority was to help with the end of year exams. UNICEF supported the printing of 15 million exam booklets for all primary and secondary schools by providing computers and photocopiers to the MOE, and provided 20,000 ballpoint pens for use during exams. UNICEF also launched a social mobilisation campaign to advertise the exams to parents. Approximately 4.5 million children took their school exams, and the remaining 1 million were to do so during July.
- Materials were also supplied for 20,000 children to Sulimaniyah governorship, where a 4-colour offset printing machine for textbooks was also installed in the press.

**Child Protection**

- UNICEF continued to supply food, basic hygiene, SIAB and recreation kits to children in institutions. Generators in orphanages were also repaired, and fuel provided. Orphanage staff were supported with a $1/day incentive.
- UNICEF collected information on children newly orphaned by the war in conjunction with communities, institution staff and religious leaders.
- With Enfants du Monde, assessments were completed of all 29 institutions for children in need of protection in the country.
- UNICEF and Enfants du Monde established projects for street children – a care centre for children to stay, medical checks and information gathering on street children.
- Materials for mine awareness were developed and tested, and awareness sessions conducted in schools.

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202 The assessment and study was important because it collected information from the children themselves. Partners were 5 INGOS including SCF UK and US.
203 This was a major achievement reflecting UNICEF’s considerable contribution.
204 From June 1 UNICEF partner Enfants du Monde continued to provide direct support to children in institutions while UNICEF focused on co-ordination and facilitation.
Baghdad
The first convoy reached Baghdad on May 1st. Vehicle tracking and monitoring was done by the radio room in Larnaca. The vehicles were equipped with HF, VHF and Thuraya docking units. On 8th May Basic IT/Telecom equipment was sent to Baghdad (servers, communications equipment, desktops, laptops, printers etc) and part of office LAN was functional. The 2nd re-entry on 15th May included 4 mobiles of UNICEF among 20 UN vehicles. The mission included the IT Officer Iraq and the Regional Telecoms Officer MENARO; also a considerable amount of telecoms equipment. Over the next few weeks internet services, ProMS, PABX, and VSAT were resumed; VHF handsets were distributed to all staff; UNICEF VHF network (Channel 15) in Baghdad covered the airport and most of the city. PTT numbers were obtained for all 3 offices in Iraq. Other tasks such as the installation of additional mobiles, new PABX and shifting of server room, radio room, distribution of Thuraya handsets continued.

Basra
During May, temporary voice and data connectivity from Joundian Hotel with Thuraya Globe connect and Inmarsat M4 was established; VHF sets were reprogrammed and 3 HF and VHF mobiles installed. In June the VSAT terminal was installed with full data and voice connectivity, installation was completed for 12 HF and VHF mobiles; set up servers and workstations were completely installed; PABX was connected to VSAT and the network cabling completed. The deployment mission completed, a local consultant was hired in the first week of July.

Erbil
The war did not affect the ICT equipment in the north so there was no need for immediate ICT action, but there was an immediate need to set up VSAT for the office to be on same network. On the 8th June VSAT was commissioned with the office IP net migrated to UNICEF private addresses and PABX connected to VSAT and in July a new HF base station was installed, and new HF mobiles were installed in 15 vehicles making the northern offices MOSS compliant.

Funding
During June UNICEF was involved in the preparation of the revised Humanitarian Appeal for Iraq involving stocktaking on key achievements and gaps, and strategizing and planning for further management of humanitarian aid.

5.2 Iran
Iran sent a total of 17 convoys into Iraq, not all by the end of June (when this evaluation period ends).

Health
UNICEF was lead agency for health. Response objectives were to:
- Ensure that basic drugs and health services were provided to women and children
- Ensure that an immunization service was immediately available
- Ensure that pregnant women were provided with obstetric services
- 2 health kits given to MOH to assist 1,000 Iraqi IDPs on border in Kermanshah province
UNICEF was not targeting only refugees

Response Activities included the:
- Provision of emergency health kits
- Provision of emergency immunisation equipment and training
- Provision of emergency obstetric equipment and training

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\(^{205}\) ICT Preparedness and Response Iraq Emergency, no date
\(^{206}\) UNICEF Iran Humanitarian Assistance to Iraq: Synthesis Report, Jan 02 – Aug 03
The first cross-border operations took place via NGOs as UN Security Rules did not allow UN agencies to enter Basra. Medicin du Monde opened a clinic in Basra, took in medical kits, ORS, and provided logistical support. When telecoms links were re-established with CO Baghdad Iran CO sent in the first convoy to Baghdad.

In their cross-border operations Iran sent in: 10 emergency health kits (to support 100,000 people for 3 months), 4 midwifery kits, 4 obstetric/surgical kits, 4 resuscitation kits and boxes for used syringes

### Nutrition

There was little if any malnutrition in Iran. No partner was willing/able to help in supplementary/therapeutic feeding
- UNICEF Iran launched a programme of training in Iraqi border provinces and developed a comprehensive nutritional response plan (with help from Iraq CO staff)
- Later nutrition supplies were sent to UNICEF warehouses in Baghdad for distribution there. 56 MT HPB, 1.5MT THM, ferrous salt, and other micronutrient were sent for TNP

### WES

- UNICEF was the lead agency, and developed close links with HCR, MSF-France, and Oxfam-UK
- 130 metric tonnes of chlorine was sent to Basra

### Education

- 25 SIAB and 25 Recreational kits were sent to Baghdad

### Security

- The security phase was exaggerated in Iran, which was a political decision. Phase 3 at border hampered activities and made procedures more complex (because security clearance was required for convoys to cities more than 250 km from Iraqi border)
- UNICEF Iran convoys were not escorted by any guard. This gave a clear message that UNICEF did not support any member of the Coalition. This may have increased their security

### Administration

- Through close collaboration standard procedures were finally established with BAFIA, customs, and MFA enabling rapid response to Iraqi needs. UNICEF was a determining actor, and other UN agencies benefited
- Partnership agreements were signed with each implementing partner

### Media

- Having learned from Afghanistan, ICO planned well ahead (Nov 2002) to have support from an international Communication Officer. However, they arrived in mid-March and shortly after being deployed in Kermanshah they were sent to Kuwait!
- UNICEF Iran gave a few interviews to Iranian and international media, but with few refugees there was little media attention
5.3 Syria

Refugees arrived at Al Yaroubiya cross point.

Watsan

The objective for watsan during the post-war response was to keep the systems going. This meant prepositioning fuel stocks, rehabilitation of equipment both before and after war, trucking in supplies for people around country, and developing health related information programmes about clean water and hygiene.

On May 8th the first convoy left Damascus for Mosul carrying chlorine granules, tablets, floaters, emergency health kits, plastic water containers and a UNFPA HR kit.

Health

The objective for the post-war response in the health sector was to get supplies to the PHCs, hospitals, CCCU and MOH, and to prepare a rapid assessment checklist.

Activities included:
- The provision of supplies to the health centre at Al-Hol
- Remuneration for the health workers (3 doctors, 3 nurses, 1 pharmacist-assistant, 4 vaccinators and also the vaccination nurse operating at Al Yoroubiya reception centre)
- Provision of a public health promoter who supported health education and monitored camp hygiene
- UNICEF supply division channelled all vaccine shipments to northern Iraq through Syria. The first shipment contained: TT 10 dose – 75,000 vials, DPT – 75,000 vials, Measles 10 dose – 90,000 vials, Hep B10 dose – 90,000 vials, OPV 10 dose – 150,000 vials, BCG 20 dose 45,000 vials)
- Daily surveillance forms for close monitoring and follow-up with MOH were prepared
- The Assistant Project Officer was a medical doctor, and so provided in-house full-time technical support
- 1 Oxfam Public Health Advisor supported construction and service delivery phases of UNICEF’s work in Al-Hass

Education

Post-war objectives were to get children back to school as soon as possible; the provision of materials; rehabilitation of buildings; security; enabling exams to go ahead; pre-training of teachers and volunteers on psycho-social counselling. Educational services operated for 1 month.

Activities included:
- Training for 13 refugee women on instructing and running the camp kindergarten. (6 refugees operated it when it opened). UNICEF funded and supplied the kindergarten
- 3 (out of 46 trained) teachers were chosen and paid to run the primary classes in the refugee camp. Secondary age children were hosted in Al-Hol village school
- UNICEF contributed 3 recreational kits and organised a sports club in the camp

Nutrition

Post-war objectives were to build on the pre-war “feeding up” campaign, and the pre-positioning of supplies both inside and outside Iraq to cope with lack of food after the war. However, no signs of malnutrition were observed among the refugees.

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207 Emergency Report, 22 July 2003
208 Refrigerated trucks from Damascus International Airport to Erbil through Yaroubia crossing point took 18 hours
Activities included:
- The arrival of a Nutritionist
- Nutritional screening and assessment
- Advice on the food rations to provide optimal nutrition
- Responding to a request from SRCS, UNICEF transferred 400kg HPB from Al Hol to Al-Bukamal reception area
- Following a request from HCR, SCO provided 1.2 tonnes of HPB

**CP**
Post-war objectives built on the pre-positioning of supplies and training people in protection; co-interagency co-ordination for tracing lost or separated children; and following accurate assessment of institutional needs, support to CP institutions.

Activities:
- UNICEF and Movimondo held Psycho-social training in Al Hol camp
- All camp families were visited with a questionnaire. The results were analysed by Movimondo to assess the psycho-social status of camp occupants

**HR**
- 6 new posts\(^{209}\) were created in addition to the extra 5\(^{210}\) which had been planned for, but the staff was reduced in March 2003 because of the course of war. The re-deployed staff included: Administrator/Finance, Secretary, Watsan engineer, 3 Drivers.
- The re-deployed staff filled the following posts: 2 Watsan Engineers (Al Hasake), 2 Supplies and Logistics Officers (Al-Hass and Damascus), 1 Cross border Co-ordinator (Damascus)
- Seconded staff from outside agencies: Watsan Engineer (Oxfam – Al Hass), Public Health Advisor (Oxfam – Al Hass), Telecoms Officer (OCHA – Damascus), responsible for telecoms support and co-ordination between UN agencies
- Logistics staff attended training on dealing with emergencies, and logistics and supply section hired 1 supply clerk

**Security (MOSS compliance)**
- The Radio room was equipped with HF Codan station, Satellite Thuraya Dock Station and individual staff provided with effective and reliable communication. Selected staff were equipped with NHF handsets, and others with Satellite communication handsets. Re-deployed vehicles from Iraq were equipped with NHF radios but these were not licensed for UNICEF Syria

**Management**
- Money Transfer arrangements were set up
- A position of Emergency Focal Point was established so that SCO had a continuous local presence on ground from the beginning of the execution phase, which gave the authorities one contact person locally available. The Emergency Focal Point was initially designated as the Alternate Area Security Co-ordinator. They conducted regular security meetings (mini SMT); disseminated information, briefings and updates; updated the UN Staff Location and contact information lists weekly; conducted 2 security assessment trips with the UNICEF Security Officer from NY and later with the Designated Officer

\(^{209}\) Administration/Finance, 3 drivers, Janitor/Messenger (Al-Hassakeh), Supply clerk
\(^{210}\) Co-ordinator (Al-Hassakeh), Nutritionist. Radio operator, Secretary, Driver (Damascus)
• The sub-office got administrative and financial support from the Damascus office as well as by hiring extra staff. Apart from the operating staff, the office also hosted a number of consultants from different fields and organisations211

Telecoms
• An independent power source for the sub-office was put in place
• The Radio Room supplied with a HF base station, Thuraya docking station and fax
• The mast for the HF antenna was installed on the roof and small pipe for Thuraya docking station also was installed on the roof
• Internet access was installed. All sub-office staff had email accounts replicated by dial-up connection to the Damascus office
• 2 telephoned lines were installed

Supplies/Logistics
These were greatly facilitated by the co-operation of GOS who granted UNICEF exemption from all duties, taxes, and dues regarding humanitarian convoys to Iraq. Three crossing points were available with good access to northern and central Iraq. Shipments sent from abroad were channelled through Syria, ie decisions made by Copenhagen with SCO assisting and facilitating shipments initiated in Syria were decided on and co-ordinated in Syria and Iraq

Security
MOSS Security Plan was affected. The mechanisms of co-ordination were SMT and DO. In Al Hol special arrangements carried out. The office was sited in a well guarded governmental compound, so didn’t require local police guarding. The hotel occupied by all UNICEF staff was also in safe area, within proximity of 2 security intelligence establishments.

Funding
The Project support budget constituted about 25% of total emergency funds received, which was mostly spent on salaries of emergency staff and on emergency IT equipment for and attaining compliance with MOSS.

5.4 Turkey
Of the 5 humanitarian corridors supporting Iraq, Turkey was the largest, with 400,000 tons shipped to northern Iraq out of the total of 1 million tons shipped regionally212. TCO closed the sub-office at Dyabakir the end of May 2003.

5.5 Jordan
Of 1200 refugees, 670 remained in the UNHCR camp in Al Rwedshed. The majority of these refugees were the Palestinians who had been living in Iraq for many years before being forced to leave due to hostile environment of post-Sadam Iraq. After the war the TCN camp was closed and some 200 TCN were transfered to the UNHCR camp. It was expected that the refugees would be staying in the refugee camp for a long time given the deteriorating situation in Iraq and the reluctance of the government official to allow them to join other Palestinian population in Jordan. At this time Jordan decided to close the border to new refugees. A number of refugees were kept at the no-man’s land.

211 Watsan staff from UNICEF, Oxfam, local watsan staff; Health staff from UNICEF and the Directorate of Health; Public Health staff from Oxfam and Directorate of Health; Education staff from the Directorate of Education, Pioneer Organisation, General Women’s Union; Psycho-social staff from Movimondo, the Directorate of Health and local staff; Nutrition staff from UNICEF; Media staff from the RO; Security staff from HQNY, UNHCR, UNDOR; IT staff from UNICEF, OCHA, HCR

212 UNCT Meeting with the Ministry of Foreign Affairs on Lessons Learned from the Iraq Crisis 8 July 2003
Education
As the lead agency for the education UNICEF continued supporting the school education for 300 students. During this period 10 refugees volunteers and 6 volunteers form Red Crescent staff were trained on educational and psychococial services for children to assume teaching responsibility and run the schools during the summer. Meanwhile, NGOs were approached to help in the management of the school beyond the Summer. The objective was to ensure refugee students continue to receive education should UNICEF decides to wind up operation in the camp.

Health
UNICEF covered the maintenance cost of the clinic and provided fans and a water cooler in view of increasing therapeutic.

Nutrition
5,350 kg of F-100 therapeutic milk and 45 ctns of HBP were sent to Iraq since the refugee population plunged to few hundred and there was no need for them.

5.6 Kuwait

- By 13th May, UNICEF was sending in about 67 tankers a day from Kuwait to Iraq, with more than 2 million litres/day
- 100 MT of chlorine was procured through Kuwait

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213 Brief on Iraq – internal briefing Pierrette Vu Thi, 13 May 2003