

May 2003

## Interim Iraq humanitarian and rehabilitation strategy

### Context

Since 1991, DFID has provided funding through the United Nations, Red Cross and non-governmental organisations (NGOs) to support humanitarian assistance to those in need in Iraq, particularly in the north. Since the onset of the current crisis, DFID has committed £115 million through these agencies to respond to immediate humanitarian needs (see details below). A further £95 million has been set aside to respond to further needs as they arise. Particular areas of focus have included:

- Preparing for any movement of people;
- Supporting medical services and the distribution of supplies;
- Maintaining distribution arrangements for food;
- Protecting and maintaining water and sanitation services;
- Promoting effective international co-ordination.

In addition, the UK military was allocated £30 million to help it fulfil its obligations to provide immediate humanitarian support. UK forces have done so with great professionalism. Advisory support has been provided to the UK military and DFID advisers are based in the region.

The UK has remained committed to humanitarian assistance being provided by civilian agencies wherever possible, on the basis of need. UK forces fully appreciate the need to hand over to humanitarian agencies as soon as the security situation allows.

Now that major combat operations have ceased, this briefing sets out DFID's strategy for the next three to six months. It links closely to work being undertaken by other government departments. We recognise that the situation on the ground is evolving quickly and that we may need to review our approach over coming months. We intend preparing a longer-term strategy in the autumn.

### Towards reconstruction and recovery: DFID strategy

DFID's strategy, in line with the UK Government's overall commitment, will be guided by international law and will honour obligations set out in the Geneva Convention and Hague Regulations for Occupying Powers. Occupying powers must establish and preserve law and order; ensure basic civil administration is up and running; and facilitate delivery of humanitarian aid. We will engage in more substantial, longer-term, reform of Iraqi institutions once an Iraqi administration is in place and subject to the appropriate UN Security Council approval.

The Prime Minister set out the overall goal of the Government's engagement in Iraq at the Azores Summit in March 2003. The Summit statement set out:

"...our commitment to support the people of Iraq for the long-term. The Iraqi people deserve to be lifted from tyranny and allowed to determine the future of the country for themselves. We pledge to work with the international community to ensure that the Iraqi people can exploit their country's

**Some one in five of the world's population live in extreme poverty. Governments worldwide have agreed to work together to halve the proportion of people living in extreme poverty by 2015, and to other targets including universal primary education and improved healthcare. The British Government is strongly committed to these targets.**

Department for International Development: 1 Palace Street, London SW1E 5HE, UK. Website: [www.dfid.gov.uk](http://www.dfid.gov.uk)  
Press Enquiries (020) 7023 0600 (overseas +44 20 7023 0600)  
Public Enquiries 0845 300 4100 (overseas +44 1355 84 3132)

resources for their own benefit, and contribute to their own reconstruction, with international support where needed. We wish to help the Iraqi people restore their country to its proper dignity and place in the community of nations, abiding by its international obligations and free from UN sanction."

### Short-term priorities

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Broadly, the acute humanitarian crisis that was feared in Iraq has not materialised. But the population remains dependent on humanitarian food and medical supplies. In the context of the Government's overall priorities for Iraq, DFID's short term priorities include:

- Getting public services running again: workers returning, salaries paid in a fair and transparent manner; Iraqi ministries functioning;
- Re-establishing law and order: police working, courts functioning; minimising Arab/Kurd tensions in the north;
- Meeting the needs of the vulnerable: maintaining food pipeline and distribution; supplying emergency water where needed; resuming oil exports to finance humanitarian supplies;
- Restoring public infrastructure: power; water, sanitation and sewerage; transport; telecommunications.

### Broader priorities

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Looking beyond immediate humanitarian needs, DFID will work to help Iraq reach its development potential, and to secure a stable future where the needs of the whole population are met equitably and sustainably. Broader priorities for Iraq for the next six months will include:

- Reducing dependence on emergency assistance as quickly as possible;
- Creating transparent economic, governance and legislative structures which support broad-based economic development;
- Ensuring the full participation of the Iraqi people – including women – in defining their own governance structures;
- Ensuring continued delivery of essential public services (such as health and education);
- Addressing regional implications of the

conflict: economic impacts; and implications for the Middle East Peace Process.

DFID will focus its efforts according to its experience in other post-conflict countries. We will consider contributions in the areas of economic management, security sector reform, public administration reform, and the political transition process. These contributions will need to fit within an international framework agreed with the Iraqis. We will provide technical assistance and policy advice where we are best qualified to do so.

### Co-ordination

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DFID will look to play an important role in ensuring effective co-ordination of the international effort. We will work closely with:

- The United Nations;
- The World Bank and International Monetary Fund (IMF);
- The International Committee of the Red Cross and international NGOs;
- The Organisation for Reconstruction and Humanitarian Assistance (ORHA) – responsible for civil administration on a transitional basis;
- European Union partners, and the European Commission;
- The Iraqi interim administration (IIA) – as and when it emerges.

Key elements of our approach will include: facilitating links between ORHA and the IMF/World Bank on medium term assessments and planning; helping ORHA manage the Coalition's Geneva and Hague obligations; helping co-ordinate a broad group of donors involved in Iraq's reconstruction; and contributing to the process for establishing an IIA.

### Assumptions and risks

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Our strategy assumes that:

- The UN establishes its lead role in the humanitarian and recovery phase as soon as possible;
- The UN Security Council agrees to ask the Secretary General to appoint a special representative to facilitate the establishment of an IIA, and to extend Oil for Food and develop a successor arrangement;

- The UN, World Bank and IMF lead a needs assessment mission with DFID participation which paves the way for a donor conference;
- International agreement is reached on how to handle Iraq's debts, claims for compensation, and future oil revenues under an IIA.

There are some key risks: that discussions in the UN do not reach agreement; or that there is civil unrest in Iraq which makes it impossible to pursue relief or reform efforts effectively. Both would have a substantial impact. The Government as a whole is addressing the first risk through broad political and diplomatic dialogue. Progress in this regard will help mitigate the second risk. If the UN process fails

or internal security poses a threat, we will restrict our efforts to meeting short-term humanitarian needs.

### DFID staffing

In order to take forward this strategy, we are establishing a staff presence in Iraq as quickly as possible. We are establishing a temporary presence in Basra, building on our close relations with UN agencies in the south and with the UK military. In Baghdad, the security situation remains difficult. We are placing DFID staff with ORHA and other agencies until a DFID office can be established. The overall DFID complement in Iraq might range between 7 and 15 staff over the next six months.

## AGREED DFID EMERGENCY FUNDING FOR IRAQ – AS OF 19 MAY 2003

### RED CROSS

<b>International Federation of the Red Cross</b>	<b>£15,500,000</b>
Support to pre-positioning stocks, deployment of delegates, as well as disaster preparedness/response activities of the relevant National Societies.	
<b>International Committee of the Red Cross</b>	<b>£16,500,000</b>
Support to pre-positioning stocks, deployment of delegates, emergency medical support, water and sanitation, protection and assistance activities.	
<b>Total Red Cross</b>	<b>£32,000,000</b>

### UNITED NATIONS

<b>World Food Programme</b>	<b>£33,000,000</b>
Support to enable the procurement, transport and distribution of foodstuffs, including operational and logistical support. Support to the provision of the United Nations Humanitarian Air Service and the United Nations Joint Logistics Centre. Food pre-positioning for 250,000 for ten weeks. Upgrading logistics and communications capacity.	
<b>United Nations Children's Fund</b>	<b>£9,000,000</b>
Pre-positioning emergency supplies. Developing campaign for mine awareness. Enhance capacity of field offices. Support to key activities in water and emergency sanitation, routine immunisation and mine risk education throughout Iraq.	
<b>United Nations High Commission for Refugees</b>	<b>£1,750,000</b>
Winter kits for 350,000. Procurement of remaining kits for target caseload of 600,000. Site identification and deployment of additional emergency officers.	
<b>World Health Organisation</b>	<b>£6,000,000</b>
24 emergency health kits pre-positioned. Training on communicable diseases and awareness for CBW. Need to preposition 76 additional health kits and 20 surgical kits. Strengthen WHO field operations, logistics and communications.	
<b>Office for the Co-ordination of Humanitarian Assistance</b>	<b>£900,000</b>
Deployment of personnel to Country Teams and Larnaca. Deploy IRIN officers to Cyprus, Turkey, and Jordan. Develop public information capacity. Support of information, coordination and technology in Iraq and the region.	

<b>Office of the United Nations Security Co-ordinator</b>	<b>£600,000</b>
Enhance current security structure with one Regional Security Coordination Officer, six Field Security Officers, oversight and training.	
<b>Food and Agriculture Organisation</b>	<b>£1,500,000</b>
Support to agricultural and poultry production in war-affected areas of southern Iraq to boost food security and contribute to improving the nutritional status of project beneficiaries in areas targeted.	
<b>United Nations Development Programme</b>	<b>£7,035,100</b>
Emergency assistance in the electricity sector focusing on Central and Southern Iraq. Work includes assessments and rapid rehabilitation of facilities.	
<b>United Nations Mines Advisory Service</b>	<b>£4,000,000</b>
Support to mine clearance activities and mine action co-ordination throughout Iraq.	
<b>Total funding to UN agencies:</b>	<b>£63,785,100</b>
<b>NON-GOVERNMENTAL ORGANISATIONS</b>	
<b>Merlin</b>	<b>£265,000</b>
Emergency health, mobile units, rapid health assessments	
<b>International Medical Corps</b>	<b>£220,000</b>
Emergency Trauma care, primary care for under 5s and pregnant woman and obstetric care	
<b>Save the Children UK</b>	<b>£500,000</b>
Health, non-food items and tracing	
<b>HelpAge International</b>	<b>£150,000</b>
Non-food items, shelter to elderly IDPs and their dependents	
<b>GOAL</b>	<b>£305,834</b>
Assistance and Primary Health Care to southern Iraq	
<b>BBC World Service Trust</b>	<b>£390,600</b>
Emergency radio programme & media audit	
<b>War Child</b>	<b>£613,133</b>
Emergency bakeries programme	
<b>MedAir</b>	<b>£295,565</b>
Assistance to IDPs in northern Iraq	
<b>Mines Advisory Group</b>	<b>£80,883</b>
Mine action preparedness, mine marking and deployment of coordinators to centre/south Iraq	
<b>4RS</b>	<b>£105,673</b>
Assistance to vulnerable women in northern Iraq	
<b>Total NGOs</b>	<b>£2,926,688</b>
<b>Grand total funding agreed:</b>	<b>£98,711,788</b>
<b>(Total funding committed:</b>	<b>£115,000,000)</b>