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**BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

## ***Iraq – Complex Emergency***

Situation Report #1, Fiscal Year (FY) 2009

May 28, 2009

### **BACKGROUND**

The February 2006 bombing of the Al-Askari mosque in Samarra and ensuing sectarian violence led to the most significant wave of displacement in Iraq’s history, prompting more than 1.6 million people to flee their homes and bringing the total internally displaced population in Iraq to more than 2.8 million people by late 2007. In 2008, the displacement rate slowed considerably due to an overall decrease in security incidents and a growing pattern of community sectarian homogenization. In addition, as conditions improved, a limited number of displaced Iraqis returned to areas of origin, a trend that continues at a gradual pace in 2009. As of early May, the International Organization for Migration (IOM) estimated the internally displaced population at approximately 2.5 million Iraqis. The Iraqi refugee population, estimated by host governments as up to 2 million individuals, resides primarily in Syria and Jordan and remains relatively stable.

Improved security in 2009 has also contributed to increased humanitarian access to remaining internally displaced persons (IDPs) and vulnerable populations who continue to require emergency assistance. In the current operating environment, U.N. and non-governmental organizations (NGOs) report expanded programs, precise beneficiary targeting, and improved understanding of the conditions required to accelerate and sustain IDP and refugee returns to home communities.

In FY 2008 and to date in FY 2009, the U.S. Government (USG) has provided more than \$527 million in humanitarian assistance to Iraq, including \$100 million from USAID/OFDA. Current USG-funded programs emphasize community-level interventions to promote sustainable returns through livelihoods recovery, as well as efforts to meet emergency food, health, shelter, protection, education, and water, sanitation, and hygiene needs among vulnerable IDPs, Iraqi refugees throughout the region, and other Iraqis affected by conflict.

<b>NUMBERS AT A GLANCE</b>		<b>SOURCE</b>
<b>Post-2006 IDP Population</b>	1,630,383	GoI <sup>1</sup> – September 2008
<b>Total IDP Population</b>	2,554,552	IOM – February 2009
<b>IDP Returnees to Areas of Origin</b>	275,831	IOM – February 2009
<b>Refugee Returnees to Areas of Origin</b>	20,761	IOM – February 2009
<b>Estimated Refugee Population</b>	Up to 2 million <sup>2</sup>	UNHCR <sup>3</sup> – February 2009

### **FY 2008 AND FY 2009 HUMANITARIAN FUNDING PROVIDED TO DATE**

<b>USAID/OFDA Assistance to Iraq.....</b>	<b>\$100,001,138</b>
<b>USAID/FFP<sup>4</sup> Assistance to Iraq .....</b>	<b>\$14,031,600</b>
<b>State/PRM<sup>5</sup> Assistance<sup>6</sup> to Iraqi refugees, IDPs, and persons affected by conflict.....</b>	<b>\$413,558,065</b>
<b>Total USAID and State Humanitarian Assistance to Iraqis .....</b>	<b>\$527,590,803</b>

### **CURRENT SITUATION**

During the first months of 2009, IDPs and refugees continue to return at a gradual pace due to overall improved security in areas of origin and deteriorating living conditions in areas of displacement. However, security remains precarious in some parts of the country, as evidenced by late April attacks on civilians in Baghdad

and Diyala governorates, and humanitarian conditions remain challenging in areas of return. As of May 2009, returnees identified by IOM continued to report limited access to food, fuel, and other non-food items. Both ongoing or unpredictable insecurity in some areas and difficulty meeting basic needs continue to prevent the

<sup>1</sup> Government of Iraq (GoI)

<sup>2</sup> Due to resource constraints, UNHCR has been unable adequately monitor refugee documentation and has relied on host governments to provide refugee inflow estimates. Therefore, refugee estimates likely represent an inflation of actual displacement.

<sup>3</sup> Office of the U.N. High Commissioner for Refugees (UNHCR)

<sup>4</sup> USAID’s Office of Food for Peace (USAID/FFP)

<sup>5</sup> U.S. Department of State’s Bureau of Population, Refugees, and Migration (State/PRM)

<sup>6</sup> State/PRM assistance is regional in scope and primarily addresses the needs of Iraqi refugees residing in host countries.

accelerated return of more than 60 percent of IDPs who expressed an intention to return to areas of origin, in addition to complicating efforts by the GoI to encourage IDPs and refugees to return home.

Humanitarian needs also persist in areas of displacement. Since 2006, IOM has assessed the changing humanitarian conditions among IDPs displaced following the bombing of the Al-Askari mosque in Samarra. In an April 2009 assessment, the majority of IDPs identified access to employment in areas of displacement as the priority need, followed by shelter and food. According to the U.N. Office for the Coordination of Humanitarian Affairs (OCHA), the recent decision by the GoI to cease IDP registrations could exacerbate humanitarian needs among Iraqis attempting to register as IDPs in order to receive government distributions.

### **Returns**

By late March 2009, USAID/OFDA partner IOM had identified nearly 50,000 returnee families, or 300,000 individual returnees, in Iraq. An estimated 7 percent of total returnees represent refugees from surrounding countries, primarily Syria, returning to Anbar and Baghdad governorates. The remaining returnees were displaced internally between 2006 and 2008 and returned to areas of origin throughout Iraq. Of the total returnee population, nearly 270,000 individuals returned to home communities in Baghdad, Anbar, and Diyala governorates, often from areas within the same governorate. Baghdad, which hosts the largest number of IDPs, received 65 percent of total returns. Overall, the rate of return for populations displaced to other governorates or neighboring countries remains low.

According to IOM, improved security proved led to the return of 36 percent of total returnees to areas of origin, while influencing an additional 36 percent who also cited difficult living conditions in areas of displacement as motivation to return. However, limited access to jobs, housing, and basic services, continue to preclude large-scale movements to some home communities. As of April 2009, more than 60 percent of the returnee population reported insufficient access to food, nearly 40 percent cited a lack of safe drinking water, and more than 50 percent noted inadequate quantities of fuel and other essential supplies upon returning home. In addition, many returnees are returning to find property destroyed or occupied, underscoring ongoing shelter needs. Property restitution presents one of the most significant legal challenges to GoI efforts to facilitate successful returns, according to the U.S. Institute of Peace.

As a result of the difficult environment facing returnees, the humanitarian community continues to advocate for targeted humanitarian interventions in current and anticipated areas of return. Objectives include meeting the humanitarian needs of the existing returnee caseload; encouraging additional returns by improving overall conditions; and ensuring the sustainability and durability

of solutions in order to prevent reoccurring displacements in the future.

To date in FY 2009, USAID/OFDA has provided nearly \$5.1 million to support sustainable returns. In addition to providing emergency relief supplies, improving water, sanitation, and hygiene facilities, and offering protection services in areas of return, USAID/OFDA partners enhance coordination to improve returnee monitoring and build GoI capacity to assist with successful returnee reintegration. USAID/OFDA partner International Medical Corps (IMC), in conjunction with the GoI Ministry of Displacement and Migration, staff two Baghdad returnee assistance centers, registering new arrivals and facilitating access to legal services.

Since FY 2008, State/PRM has provided more than \$413 million in multisectoral assistance to benefit Iraqi refugees in neighboring countries, IDPs, returnees and populations affected by conflict. Primary sectors include protection, education, health, food assistance, shelter, psychosocial assistance, and emergency relief supplies.

### **Economy and Market Systems**

According to humanitarian agencies, areas hosting IDPs continue to require targeted assistance as well, both to address ongoing humanitarian needs among the most vulnerable IDPs, 85 percent of whom cite access to income as a priority need, and to promote sustainable recovery in areas where IDPs intend to integrate into host communities. IOM estimates that 39 percent of the displaced population intends to integrate into host communities or relocate to a third location, a process that requires a commitment to generating income and easing the current competition for scarce resources between IDP and host populations. Estimates of the national unemployment rate range from 18 to 40 percent and, according to the U.N. Office for the Coordination of Humanitarian Affairs (OCHA), all members in an estimated 66 percent of IDP households are unemployed.

In response to income needs, USAID/OFDA partners implement livelihoods recovery and cash-for-work programs, targeting IDPs as well as other vulnerable Iraqis, including widows and female heads-of-household. With funding from USAID/OFDA, one implementing partner generates employment for IDPs and host community members who participate in community assistance projects and employs 225 additional women in sewing centers established in Baghdad under previous USAID/OFDA-supported projects.

In FY 2008, USAID/OFDA contributed nearly \$1.1 million to livelihood programs that remain active in FY 2009. To date in FY 2009, USAID/OFDA has provided \$4 million to the U.N. World Food Program (WFP) to help protect livelihoods and restore assets during humanitarian shocks. Activities include capacity building at the national level to improve socio-economic protections, as well as direct assistance for beneficiaries.

The program aims to enhance the resilience of 750,000 IDPs and other vulnerable Iraqis.

### ***Shelter***

At present, 59 percent of IDPs reside in rented spaces, but limited livelihood opportunities and dwindling savings contribute to unsustainable conditions among the 82 percent of IOM-surveyed IDPs who cite shelter as a priority need. Approximately 22 percent of IDPs live in collective settlements, public buildings, or other makeshift shelters, where evictions are common. In addition, nearly 20 percent of IDPs reside with host families who often lack the resources to support a second family. Since FY 2008, USAID/OFDA has provided more than \$2.1 million in shelter assistance for IDPs. In FY 2009, three implementing partners continue to provide inputs and technical assistance to help improve the quality of IDP shelters and transitional settlements.

### ***Food Security***

According to IOM, more than 60 percent of IDPs report limited or no access to the GoI Public Distribution System (PDS), a critical source of food and emergency relief commodities for vulnerable populations. In addition, access to the PDS is lowest in Iraq's three northern governorates, the same areas designated by the U.S. Department of Agriculture as most affected by the ongoing drought.

In April, WFP announced a strategic shift in focus from reactive short-term food aid to proactive food assistance to produce more durable solutions to food insecurity. However, WFP intends to continue emergency operations through the end of 2009 to assist a total of 1.4 million IDPs and vulnerable Iraqis. In FY 2008, USAID/WFP provided more than 11,500 metric tons (MT) of P.L. 480 Title II emergency food assistance, valued at approximately \$14 million, to WFP for distribution to IDPs and other vulnerable Iraqis. In FY 2009, USAID/OFDA provided \$8 million to WFP programming, including a component to distribute one-day rations to 750,000 IDPs through the end of 2009.

Water shortages stemming from the drought, combined with desertification caused by conflict and deforestation, resulted in poor agricultural performance during the 2008/2009 winter and further compounded the food insecurity of vulnerable Iraqis. High salinity levels, a consequence of desertification, currently affect 40 percent of agricultural land, primarily in central and southern Iraq, according to the GoI Ministry of Agriculture. In response to the drought and resulting water shortages, the GoI has recommended a series of actions, including irrigation rationing and water-sharing agreements with neighboring countries.

In response to agricultural sector challenges, USAID/OFDA provided more than \$500,000 in FY 2008 to support approximately 4,000 returnee farmers through the provision of micro-grants, seeds, spare parts, and soil conservation and agronomy services.

### ***Health***

Access to primary health care continues to expand for the general population as overall security improves and health facilities attempt to resume full operations. However, the needs for qualified staff and equipment persist, according to IOM. As a result, although more than 80 percent of IDPs report receiving health care, IOM notes that the quality of care remains low and access sporadic, particularly for IDPs residing in public buildings and makeshift settlements who lack resources or fear that accessing basic services might lead to eviction.

According to OCHA, frequent population movements and poor health care contributed to an ongoing outbreak of measles in early 2009 that is currently affecting 13 out of 18 governorates. The U.N. World Health Organization (WHO) reported nearly 14,000 cases in the first 12 weeks of 2009, or an average of 1,200 cases per week, compared to 140 cases per week recorded in 2008. Health authorities currently report the highest incidence rates in southern and central Iraq. In response to the outbreak, the GoI Ministry of Health, with support from WHO and the U.N. Children's Fund (UNICEF), commenced a widespread emergency vaccination campaign, targeting more than 800,000 children to prevent the spread of the disease in northern governorates. UNICEF and implementing partners also continue to provide measles awareness education and logistics support.

In FY 2008, USAID/OFDA contributed more than \$3 million to the current UNICEF Iraq health program. USAID/OFDA provided an additional \$3 million in FY 2008 to three NGO partners for health interventions that remain active in FY 2009. Activities include mobile health unit deployments to increase IDP access to basic health care and vaccinations, health education, and capacity building targeting local health workers.

### ***Water, Sanitation, and Hygiene***

Poor water quality and sanitation services due to damaged infrastructure in areas of displacement exacerbate health issues among IDPs. According to UNICEF, diseases caused by lack of access to safe drinking water, coupled with inadequate sanitation and hygiene, represent one of two main causes of death among Iraqi children. As a result of long-term access problems due to slow water infrastructure improvements, cholera remains endemic to Iraq, with a significant outbreak reported in 2008.

In response to gaps in water, sanitation, and hygiene services, which often affect IDPs more acutely, USAID/OFDA has provided \$4 million in FY 2009 to support UNICEF interventions, including cholera prevention and management efforts. Targeting 55,000 beneficiaries, UNICEF provided water purification tablets and water testing equipment and installed 55 communal water tanks. In addition, five programs initiated in FY 2008 with more than \$16 million in funding from USAID/OFDA continue to prioritize water system rehabilitation, safe drinking water distribution, and latrine construction.

**USAID AND STATE HUMANITARIAN ASSISTANCE  
TO IRAQI REFUGEES, IDPS, AND PERSONS AFFECTED BY CONFLICT**

<b>FY 2009</b>			
<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
<b>USAID/OFDA ASSISTANCE<sup>1</sup></b>			
IMC	Health; Humanitarian Coordination and Information Management; Protection	Baghdad	\$5,040,035
International Rescue Committee	Protection	Erbil, Sulaymaniyah	\$1,320,429
Mercy Corps	Emergency Relief Supplies; Protection; Water, Sanitation, and Hygiene	Baghdad, Diyala	\$2,000,000
UNICEF	Protection; Water, Sanitation, and Hygiene	Countrywide	\$8,000,000
WFP	Economy and Market Systems; Emergency Relief Supplies; Humanitarian Coordination and Information Management	Countrywide	\$8,000,000
	Administrative Support		\$294,584
<b>TOTAL USAID/OFDA</b>			<b>\$24,655,048</b>
<b>STATE/PRM ASSISTANCE<sup>2</sup></b>			
UNHCR	Emergency Relief Supplies; Education; Food Assistance; Health; Protection; Shelter; Cash assistance for extremely vulnerable individuals	Iraq, Jordan, Syria, and other neighboring countries	\$90,000,000
UNICEF	Education; Health; Water and Sanitation	Jordan, Syria, and other neighboring countries	\$7,500,000
NGOs	Health; Education; Emergency relief supplies	Jordan and Syria	\$3,866,885
Other IOs	Protection; Health; Water and Sanitation; Emergency Relief Supplies; Livelihoods support.	Iraq, Jordan, and Syria	\$24,600,000
<b>TOTAL STATE/PRM</b>			<b>\$125,966,885</b>
<b>TOTAL USAID AND STATE HUMANITARIAN ASSISTANCE TO IRAQ IN FY 2009</b>			<b>\$150,621,933</b>

**FY 2008**

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
<b>USAID/OFDA ASSISTANCE<sup>1</sup></b>			
ACTED	Agriculture and Food Security; Economy and Market Systems; Emergency Relief Supplies; Protection; Shelter and Settlements; Water, Sanitation, and Hygiene	Dhi Qar, Diwaniyah, Erbil, Muthanna, Wasit	\$10,375,031
IMC	Economy and Market Systems; Emergency Relief Supplies; Health; Humanitarian Coordination and Information Management; Protection; Shelter and Settlements; Water, Sanitation, and Hygiene	Anbar, Babil, Baghdad, Basrah, Diwaniyah, Karbala, Najaf, Ninawa, Wasit	\$13,807,005
IOM	Emergency Relief Supplies; Health; Humanitarian Coordination and Information Management; Protection; Water, Sanitation, and Hygiene	Countrywide	\$11,084,650
International Relief and Development	Economy and Market Systems; Emergency Relief Supplies; Health; Protection, Shelter and Settlements, Water, Sanitation, and Hygiene	Anbar, Babil, Baghdad, Dahuk, Kirkuk, Najaf, Ninawa, Wasit	\$9,780,680

Mercy Corps	Economy and Market Systems; Emergency Relief Supplies; Health; Protection; and Water, Sanitation, and Hygiene	Erbil, Diyala, Kirkuk, Salah ad Din, Sulaymaniyah	\$11,930,582
OCHA	Humanitarian Coordination and Information Management	Countrywide	\$1,829,662
UNICEF	Health; Nutrition; Protection; Water, Sanitation, and Hygiene	Countrywide	\$16,000,000
	Monitoring and Evaluation	Countrywide	\$240,091
	Administrative Support		\$298,389
<b>TOTAL USAID/OFDA</b>			<b>\$75,346,090</b>
<b>USAID/FFP ASSISTANCE<sup>3</sup></b>			
WFP	11,520 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$14,031,600
<b>TOTAL USAID/FFP</b>			<b>\$14,031,600</b>
<b>STATE/PRM ASSISTANCE</b>			
UNHCR	Emergency Relief Supplies; Education; Food Assistance; Health; Protection; Shelter; Cash assistance for extremely vulnerable individuals	Iraq, Jordan, Syria, and other neighboring countries	\$175,400,000
UNICEF	Education; Health; Water and Sanitation	Jordan, Syria, and other neighboring countries	\$12,200,000
WFP	Food Assistance	Syria	\$15,000,000
NGOs	Health; Education; Psychosocial Support; Vocational Training; Emergency Relief Supplies	Jordan, Syria, and Lebanon	\$34,341,180
Other IOs	Protection; Health; Water and Sanitation; and Emergency Relief Supplies.	Iraq, Jordan, and Syria	\$50,650,000
<b>TOTAL STATE/PRM</b>			<b>\$287,591,180</b>
<b>TOTAL USAID AND STATE HUMANITARIAN ASSISTANCE TO IRAQ IN FY 2008</b>			<b>\$376,968,870</b>
<b>FY 2008 AND FY 2009 HUMANITARIAN ASSISTANCE PROVIDED TO DATE</b>			
<b>TOTAL USAID/OFDA HUMANITARIAN ASSISTANCE TO IRAQ FROM FY 2008 to FY 2009</b>			<b>\$100,001,138</b>
<b>TOTAL USAID/FFP HUMANITARIAN ASSISTANCE TO IRAQ FROM FY 2008 to FY 2009</b>			<b>\$14,031,600</b>
<b>TOTAL STATE/PRM HUMANITARIAN ASSISTANCE TO DISPLACED IRAQIS FROM FY 2008 to FY 2009</b>			<b>\$413,558,065</b>
<b>TOTAL USAID AND STATE/PRM HUMANITARIAN ASSISTANCE TO IRAQ FROM FY 2008 to FY 2009</b>			<b>\$527,590,803</b>

<sup>1</sup> USAID/OFDA funding represents obligated amounts as of May 28, 2009.

<sup>2</sup> State/PRM funding represents anticipated or actual obligated amounts as of May 28, 2009.

<sup>3</sup> Estimated value of food assistance.