

**Emergency Response for Internally Displaced People  
in Anbar, Iraq**

**Supplementary Budget Appeal**



**Donor Relations and Resource Mobilization Service**  
March 2014

## Information at a glance

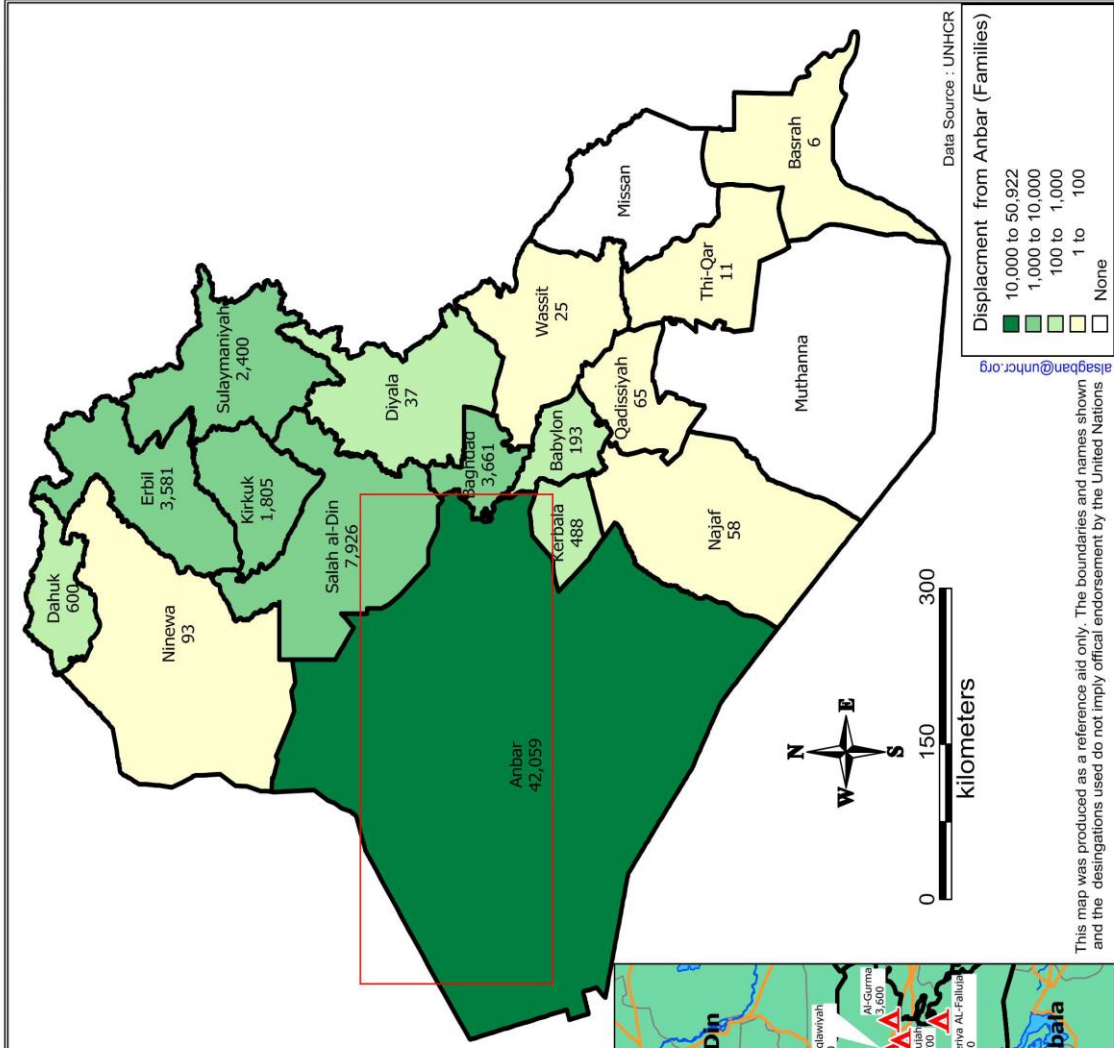
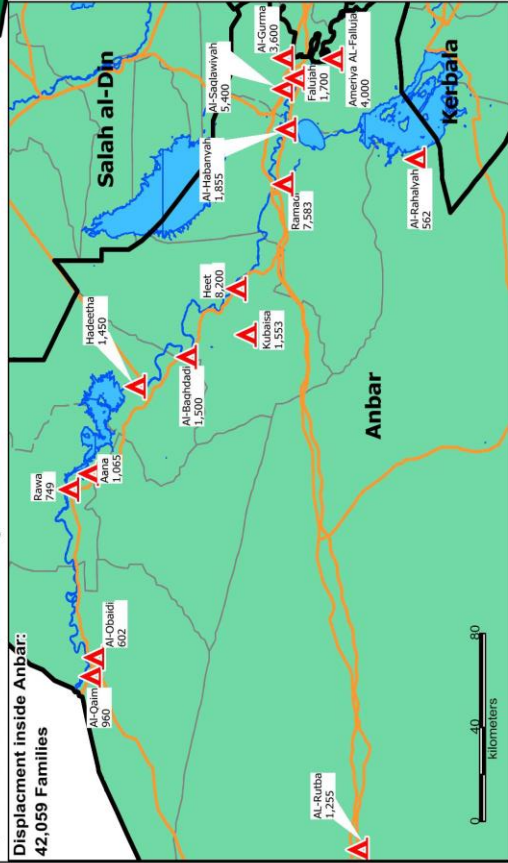
<p><b>Targeted beneficiaries in 2014</b></p>	<p><b>40,000 IDP families (some 240,000 individuals) who have fled armed conflict in Anbar province in Iraq</b></p>
<p><b>Total requirements for UNHCR activities in Iraq (excluding activities budgeted for the Syria Situation)</b></p>	<p><b>USD 147.2 million in total including this appeal for USD 26.4 million (for the period 1 January – 31 July 2014)</b></p>
<p><b>Overall goal</b></p>	<p><b>Provide protection and humanitarian assistance to respond to the emergency needs of internally displaced people (IDPs) from Al Anbar province through the following activities:</b></p>
<p><b>Main activities</b></p>	<ul style="list-style-type: none"> <li>• <b>Provide adequate supplies of basic and domestic items</b></li> <li>• <b>Establish, improve or maintain shelter and infrastructure</b></li> <li>• <b>Improve/maintain registration and profiling</b></li> <li>• <b>Increase access to legal assistance</b></li> <li>• <b>Build peaceful co-existence between displaced people and local communities</b></li> <li>• <b>Reduce risk of sexual and gender-based violence (SGBV) and improve quality of response</b></li> <li>• </li> <li>• <b>Provide technical support on collective center management and coordination</b></li> <li>• <b>Strengthen services for people with specific needs</b></li> <li>• <b>Assure satisfactory conditions of sanitation and hygiene for people of concern</b></li> <li>• <b>Strengthen and optimize operations management, coordination and support</b></li> <li>• <b>Assure optimal logistics and supply in support of operational needs</b></li> </ul>

**Cover photo:** One-year-old Mohammed arrived in Al Qa'im with his mother and siblings from Fallujah. Their house was destroyed during the bombardment but the family managed to escape.  
 UNHCR/N. Prokopchuk

## Displacement From Anbar (1 January 2014 - 4 March 2014)

Governmentorate	Location	Number of Families
Al-Anbar	Amriya Al-Fallujah Nahia	4,000
Al-Anbar	Al-Gama Nahia	3,600
Al-Anbar	Al-Saklawiyya Nahia	5,400
Al-Anbar	Al-Fallujah	1,700
Al-Anbar	Al-Habbaniyya Nahia	1,855
Al-Anbar	Rumadi	7,583
Al-Anbar	Rahaliyah	562
Al-Anbar	Al-Rutba Qatha Center	1,255
Al-Anbar	Al-Walid Nahia	25
Al-Anbar	Haditha Qatha Center	1,450
Al-Anbar	Rawa Qatha Center	749
Al-Anbar	Baghdady Nahia	1,500
Al-Anbar	Kubaisa Nahia	1,553
Al-Anbar	Heet Qatha Center	8,200
Al-Anbar	Ana Qatha Center	1,065
Al-Anbar	Al-Qaim Qatha center	960
Al-Anbar	Al-Obiadi Nahia	602
<b>Total</b>		<b>42,059</b>

Total Number of Displaced Families is 63,008 families, divided by 42,059 within Anbar and 20,949 to other governorates



This map was produced as a reference aid only. The boundaries and names shown and the designations used do not imply official endorsement by the United Nations

Displacement from Anbar (Families)

- 10,000 to 50,922
- 1,000 to 10,000
- 100 to 1,000
- 1 to 100
- None

Data Source : UNHCR

## Context

### Background

Armed conflict in Al Anbar province of Iraq was triggered in early January 2014 following dissent over measures taken by the central Government which were widely perceived to be sectarian. The unrest spread to Fallujah city and after a subsequent withdrawal of security forces from areas of Ramadi city, insurgent groups moved in. As a result, it is estimated that some 400,000 people have been displaced from their homes to date.

The Prime Minister has recently announced an allocation of some USD 83 million to compensate the losses of the people displaced (IDPs) by this conflict, along with some USD 8 million to assist displaced families who are residing outside of Anbar province. The Government has also officially welcomed international support to complement its efforts in order to respond adequately to the needs of those affected.

### Impacted areas and populations

As of early March, the situation in Al Anbar province remains volatile and complex, as the ongoing regional fighting involves multiple actors. The Iraqi Security Force (ISF) has maintained its offensive of Fallujah and surrounding areas, in an attempt to eliminate pockets of insurgents.

While across much of Iraq, UN security is operating at levels 4 and 5, the security level for Anbar governorate is set at level 6, characterizing an extreme situation. The consequences of this conflict include the imposition of a curfew on major cities from evening until early morning; the lack of operational services and infrastructure (including police functions and transport); and widespread destruction of roads, most notably the road network between Baghdad and western Anbar, which also runs through to Syria and Jordan. Beyond Ramadi and Fallujah, the security situation in many other areas of Anbar province and across Iraq is volatile. Safe passage of humanitarian aid remains highly problematic.

The numbers of displaced continue to grow. Estimates by the Ministry of Displacement and Migrations (MoDM) suggest that by mid-February, at least 67,000 families (some 400,000 people) had been displaced. UNHCR has so far registered more than 53,000 families. Because of limited access, gathering information on the exact numbers and locations of the affected populations, many of whom have been displaced several times, is a challenge. The majority of the 67,000 families are displaced within Anbar province, while some 16,000 families have fled to other provinces.

### Population data

	People displaced	Anticipated total new displacement numbers January-July 2014	Total IDPs assisted by UNHCR January-July 2014
Within Anbar province	300,000	350,000	180,000
Other provinces	100,000	150,000	60,000
<b>TOTAL</b>	<b>400,000</b>	<b>500,000</b>	<b>240,000</b>

Some families have sought shelter in government buildings, including schools; others are surviving in open fields and even cars. Many fled with few or no personal belongings, so their priority needs include: stoves, cooking equipment and other life-sustaining items required for winter survival, such as blankets and clothing. Hospitals and health-care clinics are running short of medical supplies and doctors are unable to reach the health facilities owing to the security situation. Water infrastructure has been damaged, markets are not functioning and food supplies have been significantly affected. Waste management is also a significant concern as garbage collection has ceased.

The inter-agency Strategic Response Plan targets over 240,000 displaced people. Further efforts to cover the needs of the communities who remain in conflict areas will depend largely on humanitarian access. The current displacement from Anbar affects the entire Iraqi population, including Iraqi returnees from Syria. In 2012 and 2013, large numbers of Iraqi refugees returned to Anbar province from Syria. The armed conflict in Anbar has forced the returnees to flee once again and they are in urgent need of assistance, including core relief items (CRIs), cash and shelter.

## Identified needs (January-July 2014)

Information collected through assessments carried out by UNHCR's partners reveal that the most immediate needs include: CRIs, food, fuel, water and shelter, and the initial humanitarian response has focused on addressing these needs.

Recently displaced families are also in urgent need of protection, including the identification and addressing of specific vulnerabilities. Protection needs include: registration; legal assistance; replacement of lost documentation; identification and provision of support for survivors of sexual and gender-based violence (SGBV); as well as access to basic services. Support networks will also be established by protection teams on the ground.

While many families have been able to rent houses or are being hosted by relatives, most have had to seek refuge in empty public buildings, schools and mosques. As their resources dwindle, however, the families residing in rented houses can no longer afford to stay there and are now confronted with shelter problems. In several locations, IDP families are being sheltered in official or informal collective accommodation centres, such as in Baiji, in Salah Al-Din Governorate, where the local government authorities have settled some 60 families in an oil industry compound. As the displacement is becoming prolonged and the resources of the displaced are depleted, collective centres may have to become alternative accommodation solutions.

## Strategy and main activities (January-July 2014)

### **UNHCR's overall strategy for the Anbar situation**

The humanitarian response strategy for the IDP crisis resulting from the Anbar armed conflict, has, from the outset, been an inter-agency cluster approach to support the efforts of the Iraqi Government.

In January, at the request of the Government, the United Nations activated several clusters to enhance the response. The Humanitarian Country team (HCT) prioritized the following clusters: water, sanitation and hygiene (WASH), food security, CRIs, health, protection and education. UNHCR As cluster lead for protection and shelter/NFIs, UNHCR is focusing its response accordingly.

UNHCR's strategy is being implemented in collaboration with the MoDM, the Iraqi Red Crescent Society (IRCS), the Emergency Crisis Cell, comprised of local authorities and the broader humanitarian community. UN agencies, in collaboration with the MoDM and other international and national humanitarian actors, are coordinating their efforts to ensure that the basic needs of the displaced and other conflict-affected populations are met.

UNHCR's protection assistance includes supporting increased engagement by the authorities in addressing IDP needs, for example supporting the MoDM to facilitate the registration of IDPs which is currently slow and lacks consistency. Protection monitoring of IDPs and IDP returnees has been regularly conducted throughout Iraq by UNHCR and its mobile partner teams. Advocacy with the HCT/Humanitarian Coordinator (HC) and other key stakeholders is a daily priority for key protection actors such as UNHCR. Central to UNHCR's work at all stages of the displacement cycle are its rights-based approach, community-based protection strategy and the age, gender and diversity approach.

UNHCR, as the shelter/NFI cluster lead, will implement a shelter rehabilitation project in order to improve living conditions, particularly for those in communal accommodation locations. UNHCR will also provide technical guidance and support for the respective government officials in identifying and establishing collective centres, based on agreed standard operating procedures. Core relief items will be distributed to alleviate the effects of the harsh winter, as well as to supplement items left behind in flight.

Identified needs	UNHCR's main targets for 2014
<b>Delivery of protection assistance</b>	<ul style="list-style-type: none"> <li>◦ Quality of registration and profiling improved or maintained for 240,000 displaced people</li> <li>◦ Access to legal assistance provided to 26,000 people affected by the conflict</li> <li>◦ Peaceful co-existence with local communities supported through implementation of 50 Quick Impact Projects</li> <li>◦ Risk of SGBV reduced and quality of response improved</li> </ul>
<b>Provision of basic needs</b>	<ul style="list-style-type: none"> <li>◦ Shelter and infrastructure established, improved and maintained for 1,000 shelter units</li> <li>◦ 120,000 individuals have sufficient basic and domestic items</li> <li>◦ Services for persons with specific needs strengthened for 36,000 displaced people</li> </ul>
<b>Logistics and operations support</b>	<ul style="list-style-type: none"> <li>◦ Operations management, coordination and support strengthened and optimized</li> <li>◦ Logistics and supply optimized to serve operational needs</li> </ul>

### Response through UNHCR-led clusters

UNHCR's protection response is in line with the Protection cluster strategy. UNHCR leads through the Protection cluster, which will ensure that displaced and affected populations have access to legal assistance and protection services. This includes enhancing protection monitoring mechanisms through the provision of: legal assistance by mobile teams, including issuance of documentation; cash assistance to persons with specific needs; and psychosocial counselling and legal services for affected populations in need, including survivors or those at risk of sexual and gender-based violence (SGBV). Grave violations against women, girls, men and boys will be monitored and psychosocial needs of children affected by the conflict will be met through referral and direct provision of services, including legal assistance to juveniles. Dignity kits will be procured for women. The cluster will ensure protection mainstreaming in the overall humanitarian response.

The Emergency Shelter/NFI cluster will address the basic needs of IDPs who are currently in inadequate shelters, many of which will require rehabilitation. UNHCR will provide technical support on management of collective centers including capacity building of government authorities and others involved in the day to day running of the centers. UNHCR will distribute 5,000 tents to families living in open areas or in inadequate temporary shelters; rehabilitate 1,000 units (residential buildings, schools or public buildings in a dilapidated state), and provide 20,000 core relief item kits.

Essential logistics and operations support related to UNHCR's Emergency Shelter/NFI cluster leadership responsibilities will include identifying and maintaining supply chain corridors and strategic storage facilities, i.e.

warehousing in strategic locations. Logistics support will also include transport and storage services for core relief items, shelter equipment and other items. Support for partners involved in the humanitarian response will also be provided.

## Challenges

Humanitarian access to the affected population remains limited. Several bridges have been destroyed, disrupting main delivery routes for humanitarian supplies into Anbar. Other key roads may be open but passage remains highly insecure due to daily clashes, and multiple checkpoints hinder the delivery of fuel, food and CRIs. Internet and mobile networks are often down across the entire Anbar province, further affecting communications and response to the crisis.

The escalating political tensions and the upsurge of violence to levels not seen since 2008 are triggering additional displacement in the north of Diyala province. The United Nations has expressed serious concern over the heightened level of violence and the danger that the country could fall back into sectarian strife if decisive action is not taken.

## Coordination

Under the leadership of the Deputy Special Representative to the Secretary-General (DSRSG)/Humanitarian Coordinator (HC)/Resident Coordinator (RC), the Integrated Coordination Office for Development and Humanitarian Assistance (ICODHA) is coordinating the development of the inter-agency response plan for the humanitarian situation in Anbar province.

Daily HCT meetings are chaired by the DSRSG/HC/RC to continuously assess the situation and plan the response accordingly. This coordination mechanism involves key ministries.

Following the Government's official request for support, the Humanitarian Coordinator, in consultation with the HCT, requested the activation of seven clusters in Iraq in order to coordinate humanitarian assistance for the families displaced from Anbar. Subsequently, the Emergency Relief Coordinator announced the official activation of the following clusters, with their corresponding cluster leads:

Cluster	Cluster Lead
Shelter/NFI	UNHCR
Food	WFP
Protection	UNHCR
Logistics	WFP
WASH	UNICEF
Health	WHO
Education	UNICEF

## Financial information

UNHCR's assistance through the Protection and Shelter/NFI clusters will target 40,000 families, while different clusters will address other humanitarian needs. A revision of the entire Strategic Response Plan will be conducted in the second quarter of 2014, if needed.

The total requirements for UNHCR's immediate response to the Anbar armed conflict are USD 26,351,265. A breakdown of these requirements is provided in the table below.

## Requirements

Objective	2014 ExCom-approved Budget for Iraq* (USD)	Additional requirements (USD)	Total budget* (USD)
<b>Favourable Protection Environment</b>	10,547,636	261,381	<b>10,809,017</b>
Access to legal assistance and legal remedies improved	7,366,431	261,381	<b>7,627,812</b>
International and regional instruments acceded to, ratified or strengthened	318,827		<b>318,827</b>
Law and policy developed or strengthened	1,367,345		<b>1,367,345</b>
Public attitude towards persons of concern improved	1,495,034		<b>1,495,034</b>
<b>Fair Protection Processes and Documentation</b>	2,863,019	527,990	<b>3,391,010</b>
Access to and quality of status determination procedures improved	476,173		<b>476,173</b>
Identification of statelessness improved	632,287		<b>632,287</b>
Quality of registration and profiling improved or maintained	1,754,559	527,990	<b>2,282,550</b>
<b>Security from Violence and Exploitation</b>	6,164,733	313,658	<b>6,478,391</b>
Protection of children strengthened	2,061,382		<b>2,061,382</b>
Risk of SGBV is reduced and quality of response improved	4,103,351	313,658	<b>4,417,008</b>
<b>Basic Needs and Essential Services</b>	52,482,975	18,296,694	<b>70,779,669</b>
Health status of the population improved	1,446,102		<b>1,446,102</b>
Population has optimal access to education	2,894,734		<b>2,894,734</b>
Population has sufficient access to energy			
Population has sufficient basic and domestic items	4,166,691	5,227,627	<b>9,394,318</b>
Population lives in satisfactory conditions of sanitation and hygiene		2,718,366	<b>2,718,366</b>
Services for persons with specific needs strengthened	9,450,970	2,509,261	<b>11,960,231</b>
Shelter and infrastructure established, improved and maintained	27,848,031	7,841,440	<b>35,689,471</b>
Supply of potable water increased or maintained	6,676,446		<b>6,676,446</b>
<b>Community Empowerment and Self-Reliance</b>	21,671,421	2,613,813	<b>24,285,234</b>
Peaceful co-existence with local communities promoted	8,183,682	2,613,813	<b>10,797,496</b>
Self-reliance and livelihoods improved	13,487,739		<b>13,487,739</b>



<b>Durable Solutions</b>	5,437,229		<b>5,437,229</b>
Comprehensive Solutions strategy developed, strengthened or updated	2,085,813		<b>2,085,813</b>
Greater reduction of statelessness is achieved	482,860		<b>482,860</b>
Potential for integration realized	599,612		<b>599,612</b>
Potential for resettlement realized	828,907		<b>828,907</b>
Potential for voluntary return realized	1,440,036		<b>1,440,036</b>
<b>Leadership, Coordination and Partnerships</b>	<b>5,055,798</b>		<b>5,055,798</b>
Camp management and coordination refined and improved	710,403		<b>710,403</b>
Coordination and partnerships strengthened	3,048,028		<b>3,048,028</b>
Donor relations and resource mobilization strengthened	1,297,367		<b>1,297,367</b>
<b>Logistics and Operations Support</b>	<b>16,673,888</b>	<b>2,613,813</b>	<b>19,287,701</b>
Logistics and supply optimized to serve operational needs	4,889,742	2,091,051	<b>6,980,793</b>
Operations management, coordination and support strengthened and optimized	11,784,145	522,763	<b>12,306,908</b>
<b>Total</b>	<b>120,896,699</b>	<b>24,627,350</b>	<b>145,524,049</b>
Support costs		<b>1,723,915</b>	<b>1,723,915</b>
<b>GRAND TOTAL (USD)</b>	<b>120,896,699</b>	<b>26,351,265</b>	<b>147,247,963</b>

\*excluding activities budgeted for the Syria Situation