

Assessing the Situation and Vulnerability of  
Persons, Internally Displaced and Refugees

# **SITUATION REPORT NO. 2**

**May 1996**



**World Food Programme**

**The Food Aid Organization of the United Nations**

# FOREWORD

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*In response to widespread malnutrition (affecting an estimated 4 million persons) and a general deterioration of living conditions, WFP has doubled the number of targeted beneficiaries to a total of 2,15 million people who it deems can feasibly be reached and supplied. WFP priority beneficiary groups are seriously malnourished children under five and their families, as well as other destitute groups, mainly women headed households, refugees and internally displaced.*

*The response from donors for this higher beneficiary caseload has been encouraging; however, pledges remain below their actual food relief requirements. During the April '95 - March '96 period, barely 40 percent of the increased required resources were available for distribution, compelling WFP to select some 500,000 beneficiaries from amongst the three times as many people already identified as most in need of relief food assistance<sup>(1)</sup>.*

*A memorandum of understanding has just been signed between the UN and the Government of Iraq on UN Security Council Resolution 986, which - "...concerned by the serious nutritional and health situation of the Iraqi population, and by the risk of a further deterioration of this situation..." -, allows for limited sales of oil to finance the export to Iraq of foodstuffs, medicine and health supplies. This is a major breakthrough for the long-suffering Iraqi people.*

*Until the practical and technical details of this MOU agreement are refined and implemented, WFP must continue to appeal to donors and the international community to ensure that the humanitarian food relief needs are met, at least during the coming six months and in advance of the harsh winter period, for the children, women and elderly people like the Murha, Marawa, Korasheed whose daily life is outlined in this report. Once the implementation of resolution 986 is fully operational in respect of general food entitlement for the general population, WFP estimates that the food requirements of a residual group of at least 600,000 people and possibly up to one million, will not be covered. This residual group comprises refugees, social welfare and health institutions, the special requirements of children under five, and returnees in resettlement schemes.*

*With only 29 percent of the April '96 to March '97 requirements so far available, which will allow the distribution of food relief up to end-July only, I cannot stress the urgency and great necessity of continued humanitarian assistance in Iraq at the present time.*

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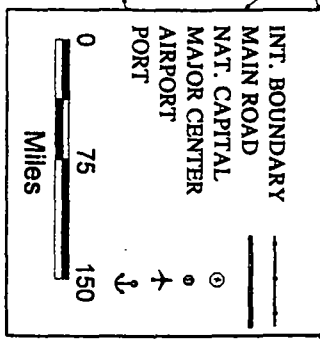
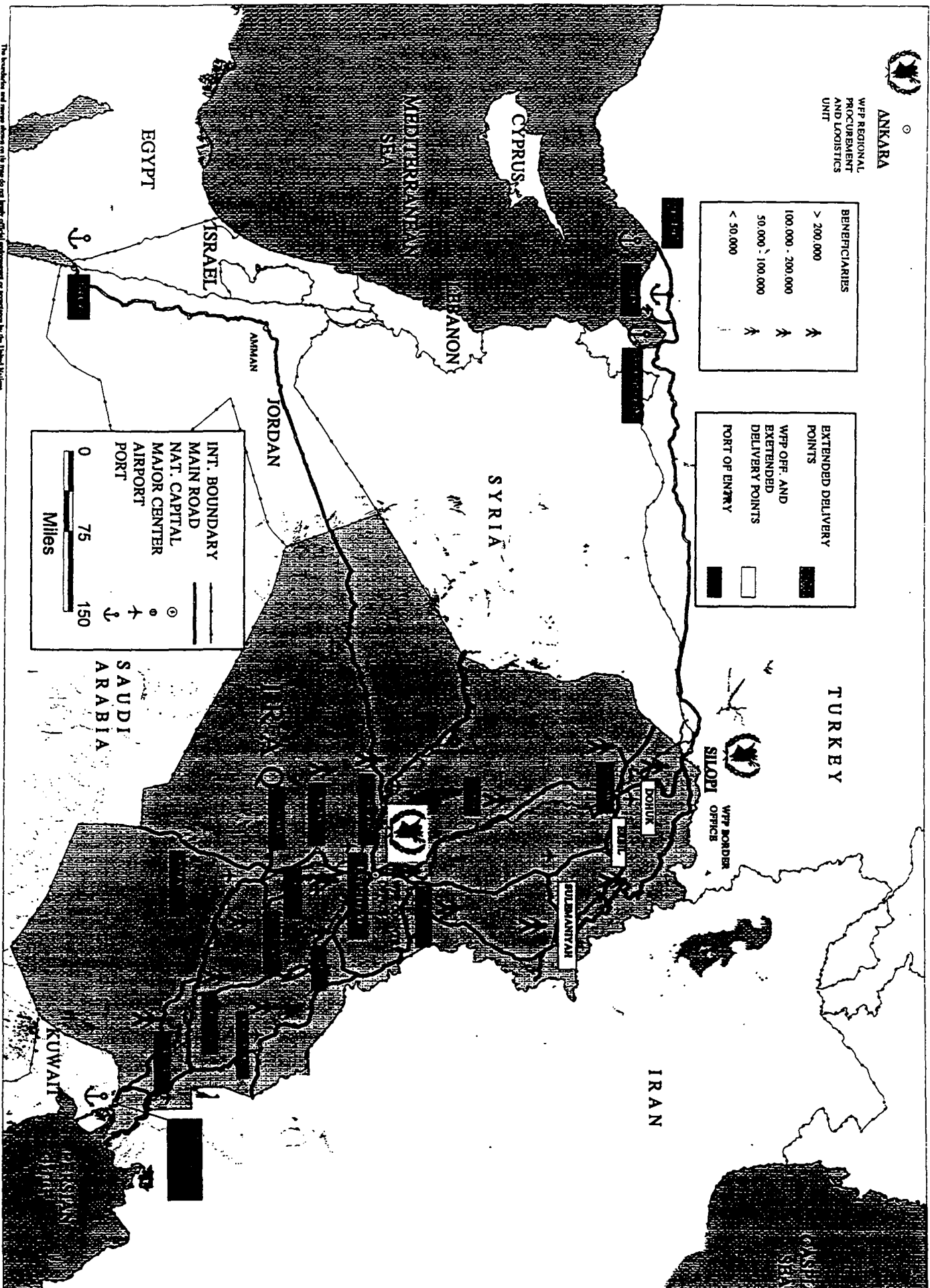
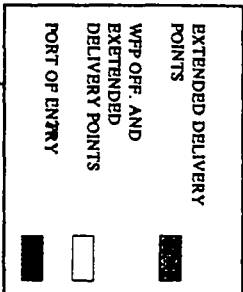
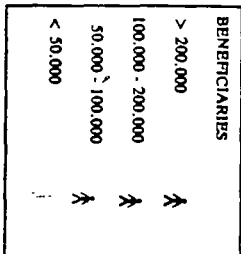
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2 *The designations employed and the presentation of material in this situation report do not imply the expression of any opinion whatsoever on the part of the World Food Programme concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.*



ANKARA

WFP REGIONAL PROCUREMENT AND LOGISTICS UNIT



The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations

# BACKGROUND

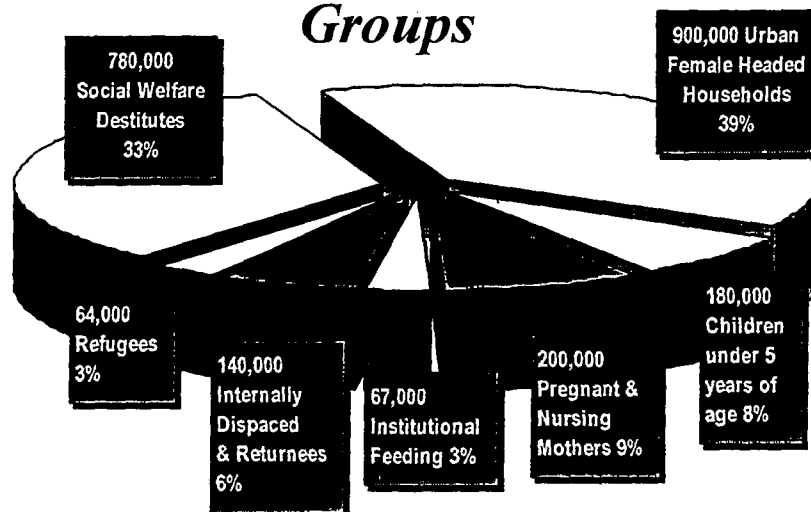
Long periods of armed conflict and the aftermath of the Gulf war, have left the Iraqi economy - once one of the worlds richest - in tatters, with dire consequences on incomes and purchasing power for the majority of the population. Six kilograms of wheat flour now cost the equivalent of the monthly salary of a medical doctor. The general food entitlement system, which once covered the whole of the Iraqi population, now offers a maximum of 1,300 Kcalories per person per day, mainly in the center-south. Local food production covers less than 30 per cent of the population's requirements and people are often forced to sell a large part of their assets to buy essential commodities.

Years of conflict have also left a considerable number of war invalids unable to work and war widows unable to fend for themselves and their families. The

once highly-developed social welfare system is increasingly incapable of responding to the needs of a growing number of destitute people. Relief Agencies operating on the ground continue to report a deterioration of health and nutritional conditions amongst the population. An estimated 4 million people, the majority of whom are children under five, are in danger of serious physical and mental damage as a result of malnutrition.

Iraq is also home to 130,000 internally displaced people in the country, and to an estimated 119,000 refugees, of diverse origin: Kurds of Iranian and Turkish origin, Iranians of Persian and Arab origin, Palestinians and Eritreans. A further 8,700 Iraqis have repatriated from Iran. All are in need of humanitarian assistance.

## Targeted Beneficiary Groups



*Total Number of Beneficiaries: 2.15 million (April '96 - March '97)*

# RESOURCE MOBILIZATION

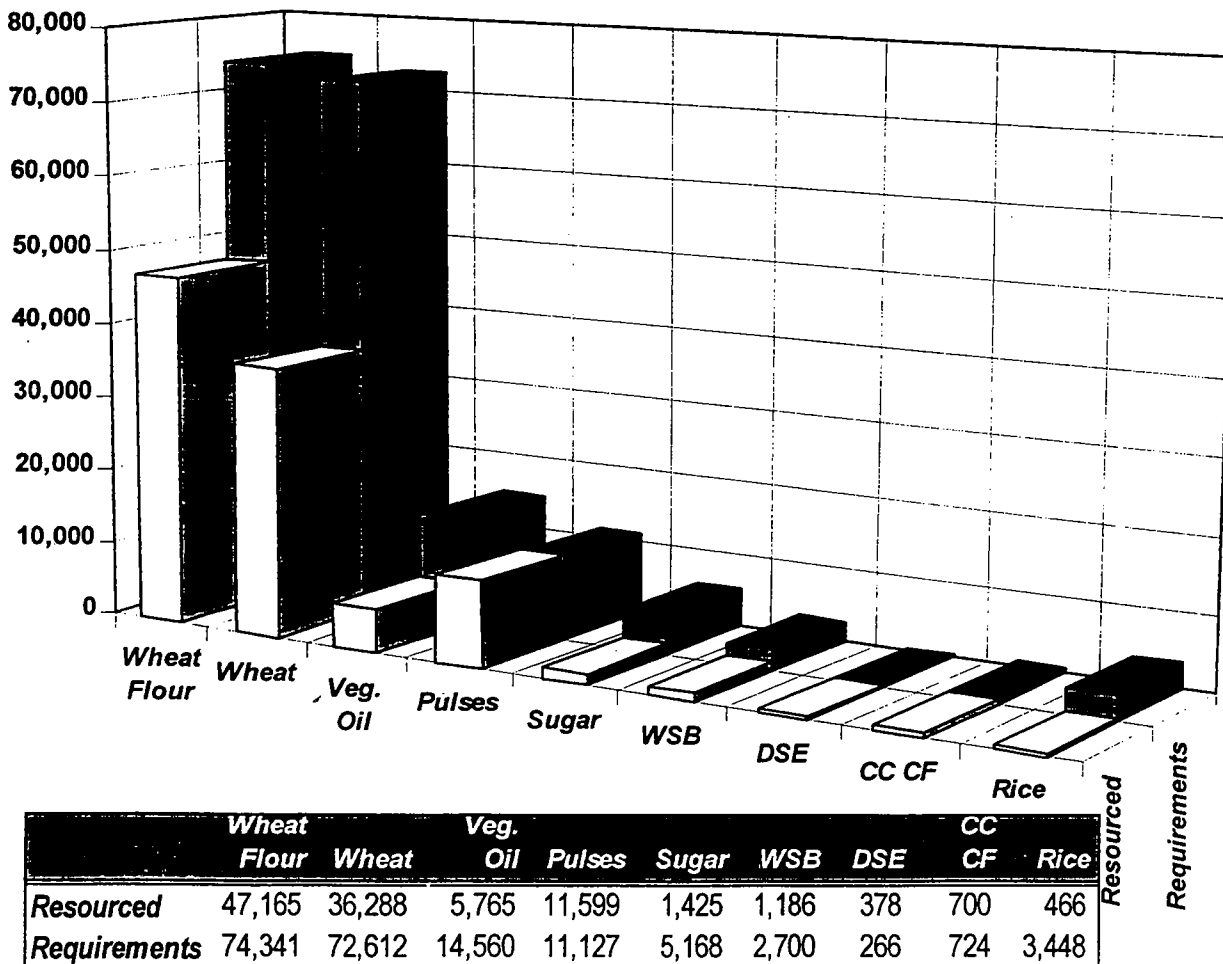
## A. The April 95 - March 96 Period

Food requirements for the April 95 - March 96 period had been estimated in the Interagency Appeal at 146,000 Mts (valued at US\$ 55.6 million). In October 1995 however, to better reflect the worsening nutrition situation in the country, WFP undertook a review of the people in need of assistance. The review resulted in WFP raising the targeted number of people eligible for food aid to 2.15 million. This increase raised the

food requirements for the April '95 - March '96 period to 185,000 MTs (valued at US\$ 64.4 million) for an average number of 1.61 million beneficiaries<sup>(1)</sup>.

Against the 185,000 MT requirements, WFP was able to mobilise 105,000 MTs, (19,000 MTs were carried over from the previous year and 92,000 MT were mobilised during the year). As 36% of pledges were confirmed during the last months of the Appeal, actual distribution to beneficiaries was possible only for 67,000 MT (or 36% of require-

*Contributions & Requirements April 1995 - March 1996 (Metric Tons)*



(1) The figure is the average between the 1.08 million people targeted between March and September 1995 and the 2.15 million people targeted between October 1995 and March 1996.

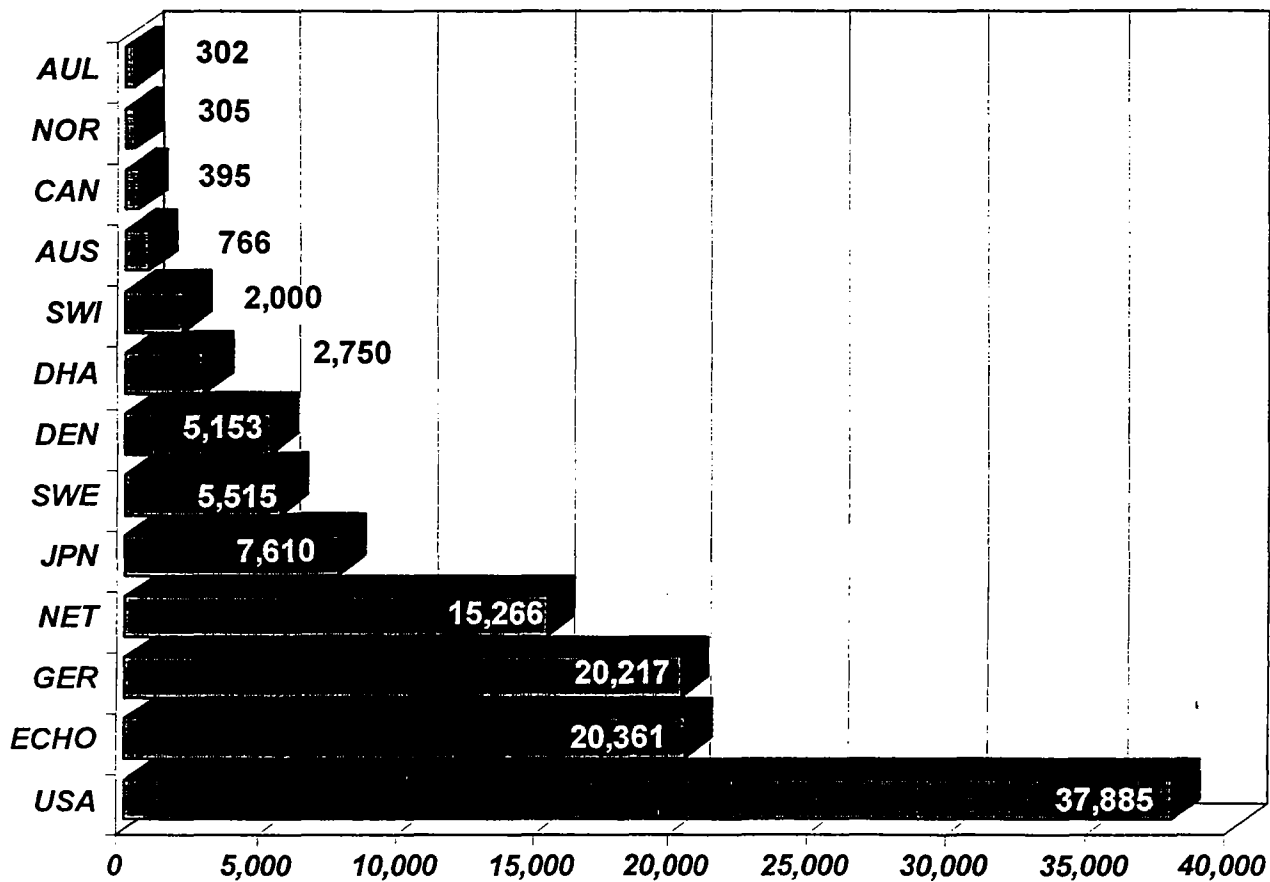
ments). Due to the lead time required by procurement and the transport operations, the remaining 38,000 MT, although pledged, could not be used during the April '95 - March '96 period and are being used as carry over for the April '96 - March '97 period.

With available stocks covering only 33% of requirements, WFP has only been able to reach an average of 500,000 vulnerable people, excluding many of the targeted families who also desperately needed food aid.

Gaps in the pipeline for specific commodities also resulted in a marked imbalance in the composition of the food basket.

Amongst the basic commodities, pulses were resourced at 100% (11,600 MTs) while cereals only at 57% (83,500 MTS) and vegetable oil at 40% (5,800 MTS). Donations of sugar amounted to only 28% of requirements or 1,400 MTs, considerably limiting WFP's capacity to provide consistent assistance to malnourished children, pregnant and lactat-

*Donor Contributions since April 1995 (Metric Tons)*



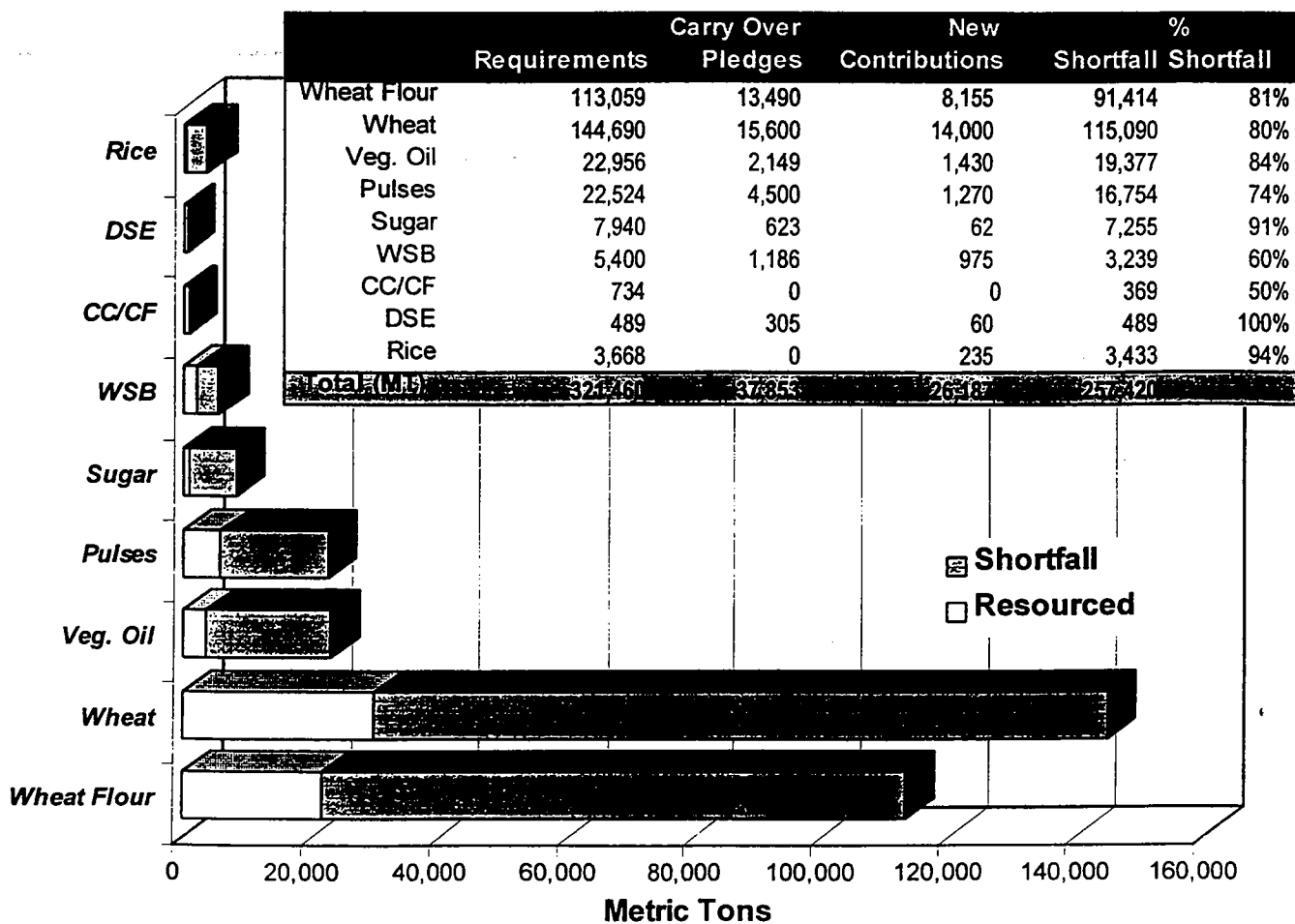


ing women, and in-patients in hospitals and social institutions who are among the most vulnerable in the society.

Of the resources pledged during April 1995 - March 1996, 80% of total contributions have come from the US, Germany, ECHO and The Netherlands, with the remaining 20% from Sweden, Japan, DHA, Switzerland, Denmark, Austria Canada and Australia. Of particular note, 85% of commodities distributed during the six month winter programme

(October '95 -March '96) in the north were contributed by the US (OFDA). German contributions of wheat grain will cover requirements for the same population for the next three months. In addition to important contributions of wheat flour, ECHO has been the major contributor of pulses and the only contributor of sugar, WSB and rice. These donations have covered the requirements of the refugee population in the Turkish Kurdish camp of Atrush in the North, and have supplied 100% of the

**Requirements, Availability & Shortfall (Metric Tons)  
April '96 - March '97**



required resources to support the WFP feeding programme for malnourished children under five, for a period of two months. The Netherlands has been the largest single contributor of oil and wheat flour.

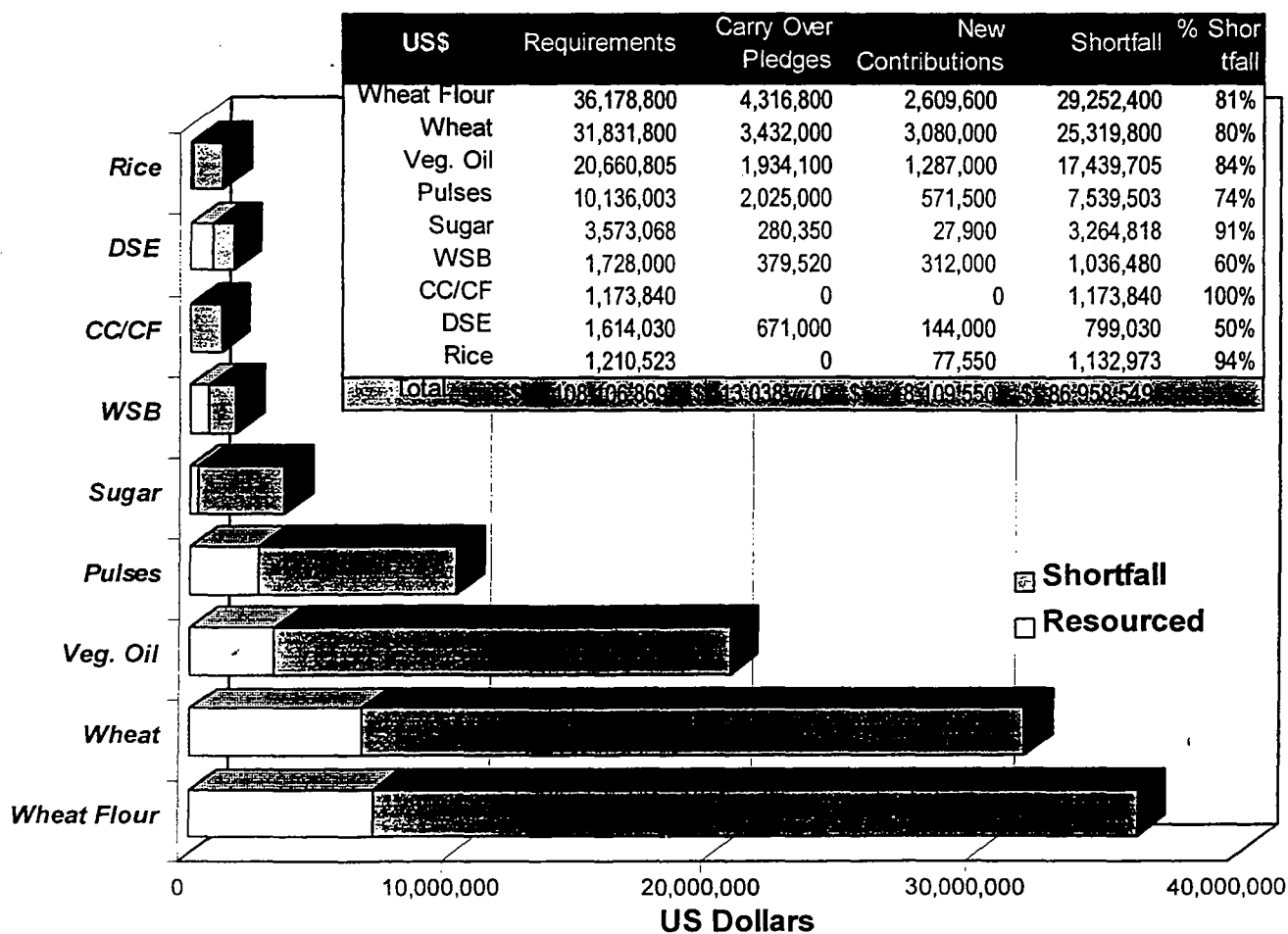
**B. The April 96 - March 97 Provisional Scenario**

Although donor response to the increased beneficiary caseload has been encouraging, it remains significantly below the

requirements emanating from the alarming humanitarian situation that children, women, elderly people and an increasing number of indigent families are facing in Iraq. The beneficiary caseload has been maintained for the April '96 - March '97 period, at 2.15 million people for whom total estimated food requirements amount to 321,000 MTs, at a total value of 108 million US\$.

Carry over pledges from the April '95 - March '96 Interagency Appeal and new

**Requirements, Availability & Shortfall (US Dollars)  
April '96 - March '97**



contributions of more than 26,000 MTs since beginning of April 1996, amount to 64,000 MTs or US\$ 21 million, leaving a shortfall of 257,000 MTs, or US\$ 87 million, equivalent to 70% of estimated needs for the year. Out of these pledges, nearly 17,000 MTs will not be available before September 1996 and will cover 40% of requirements for the winter period in the north. The remaining 47,000 MTs of carry over will cover requirements for pulses until end July 1996, and cereals and DSE until end June. Contributions of oil, sugar and rice will be sufficient only for the present month of May.

Unless donors respond immediately, to allow for the minimum lead time required for the mobilization of resources and the transport and delivery of commodities, WFP will be compelled to interrupt basic food distributions at the end of July, and the risk that the pipeline remains nearly dry at the start of the harsh winter period (October '96 - March '97).

# BENEFICIARY GROUPS

## 1.1 Female-headed Households with Children Under Five and Destitute Families in Urban Areas

WFP provides food rations to poor, destitute families and female-headed households in urban areas. Lists of beneficiaries are compiled by the local authorities in the northern governorates. In the central and southern governorates, destitute families headed by women have been identified and assisted, in cooperation with the General federation of Iraqi Women, a local NGO. Lists of beneficiaries are compiled using data provided by the Ministry of Labour and Social Affairs.

<b>1.1 Female Headed Households, Social Welfare Destitutes &amp; Pregnant and Nursing Mothers</b>	
<b>Ration:</b>	(grams/person/day)
Wheat Flour/Grain	300/400
Veg. Oil	30
Pulses	30
Sugar	10
<b>Total</b>	<b>470/460</b>
<b>Number of beneficiaries</b>	<b>1,880,000</b>
<b>Total required quantities (MT)</b>	<b>288,387</b>
<b>Total Cost (US\$)</b>	<b>94,200,000</b>

Depending on the pipeline, food distributions are carried out on a rotational basis so that scarce resources are divided amongst all the needy.

## 1.2 Malnourished Children

Following the publication in October 1995 of the health survey in the FAO Report ("Evaluation of Food and Nutrition Situation In Iraq") which revealed alarming levels of malnutrition, WFP, in collaboration with the Ministry of Health (MoH) and the General Federation of Iraqi Women, developed a pro-

## Focusing on Beneficiaries' Lives - Muhra

Muhra is divorced and the mother of six children, the youngest of whom is 20. All her children live at home in Mosul, including her 35 year old son who was discharged from the army for medical reasons and is unable to work. He has three children. Her sons occasionally bring home a small wage when they pick up casual labour at the local market, but the family has no regular income. Muhra has to feed eleven people three times a day, every day. She manages 'el hamdullah' but often thinks back to the good times when the government ration was sufficient and they didn't have to live on rice, vegetables and bread all the time. Now, without assistance from WFP, her family would not survive.

gramme to assist children under five years of age to prevent severe malnutrition from reaching chronic levels.

Children who are severely malnourished receive a 21-day ration of wheat soya blend, sugar and vegetable oil. In order to ensure that the food is given to the malnourished child, the entire family is registered to receive food rations for a

<b>1.2 Malnourished Children under 5</b>	
<b>Ration: (120 days assistance)</b>	(grams/person/day)
WSB	250
Veg. Oil	20
Sugar	20
<b>Total</b>	<b>290</b>
<b>Number of beneficiaries</b>	<b>180,000</b>
<b>Total required quantities (MT)</b>	<b>6,264</b>
<b>Total Cost (US\$)</b>	<b>2,300,000.0</b>

### *The Most Vulnerable of All*

During a monitoring visit to Tikrit in central/southern Iraq, WFP field officers were shown a baby with a nappy rash that extended over the entire genital area and half way down the inner thighs.

"We have no drugs to treat this kind of thing", the head paediatrician explained, "and the malnourishment makes it all the harder for them to fight off infection". Most malnourished children are less than one year old, an age group generally protected from malnutrition by breast feeding.

### *Focusing on beneficiaries' lives - Marawa*

Marawa is an in-patient at the paediatric hospital in Mosul. She is eight months old and weighs 3.5 kg, about half the recommended body weight for a baby of her age. Her grandmother sits patiently by her bedside. Marawa's mother is 22 years old and has two other children. They, too, are malnourished but are not hospitalised. Marawa's mother is anaemic. Marawa's father sells vegetables at the local market and may earn ID 500 (\$0.90) per day, the price of a kilo of wheat flour.

The family's diet consists mainly of tea, bread, vegetables and rice perhaps two or three times a month. For Eid, the celebration at the end of Ramadan, the grandmother recounts, the family eats meat - an extravagance, given that there are 17 mouths to feed.

period of six months, stocks permitting. Families of children admitted to the Nutritional Rehabilitation Centres (NRC) are also automatically registered.

In addition to this scheme, and in co-operation with the Ministry of Health, the Nutritional Research Institute and UNICEF, WFP supports a hospital-based therapeutic feeding programme for chronically malnourished children. The programme began in Baghdad in November 1995 and in March 1996 was expanded to cover an additional six governorates - Basrah, Mosul, Najaf, Missan, Qadissiyah and Thiagar.

### *1.3 In-patients in Hospitals*

WFP provides food assistance through the Ministry of Health to in-patients in hospitals and social institutions throughout Iraq. Many hospitals lack beds, medicines, up-to-date equipment and adequate food. Vast kitchens equipped with sophisticated, stainless steel facilities are barely utilised.

"We rarely have the money to buy any food other than perhaps some tomato paste", said the Director of the hospital in Mosul. "We rely completely on WFP."

The diet for in-patients in both general and paediatric hospitals is usually bread and tea for breakfast, rice, sometimes with a watery solution of tomato paste, for lunch and in the evening, lentil soup. In the North, dried skimmed enriched milk, provided by WFP, is used to make yoghurt. In paediatric hospitals and the paediatric wings of general hospitals, Care International provides sweet biscuits and processed cheese to complement the WFP food basket.

<b>1.3 In-patients in Hospitals and Social Institutions</b>		
Ration:	(grams/person/day)	
Wheat Flour	150	
Veg. Oil	30	
Pulses	30	
Sugar	10	
DSE	20	
Canned Fish	30	
Rice	150	
<b>Total</b>	<b>420</b>	
<b>Number of beneficiaries</b>	67,000	
<b>Total required quantities (MT)</b>	10,271	
<b>Total Cost (US\$)</b>	6,200,000	

#### **1.4 Internally Displaced and Resettled Families**

Although many Kurdish families returned to their homes following the establishment of the Inter-Agency Humanitarian Programme in 1991, an estimated 140,000 people from Kirkuk and Khanaken are still displaced and living in Suleimaniya in the destroyed shells of buildings abandoned by the government. These families were relatively well-off prior to the uprising. One lady spoke of the difference between her family's past and present living conditions: "My husband used to own a tea shop. We ate meat everyday and we had a car. Now my husband

#### **Focusing on Beneficiaries Lives - Korasheed**

Korasheed is a 35 year old Kurdish displaced person, living near Mosul. He has two wives and five children. The eldest, a boy of 16, has not been to school for four years. The money he can earn as a casual labourer in the market is too valuable for the family. Korasheed himself is physically disabled and rarely manages to find any work.

spends his time at the market trying to earn a few dinars as a labourer."

In the central and southern governorates there are also internally displaced people, mainly Kurds, who are living in the adjoining governorates of Mosul, Kirkuk and Baqouba. The total caseload is approximately 4,500 families. These people are essentially squatters who have taken over abandoned buildings, such as the former army barracks in Mosul, which they have divided into separate living quarters by using plastic sheeting. Living conditions are very difficult. There is no running water. Children are no longer in school but are sent by their parents to work in the markets where they may earn some income.

<b>1.4 Internally Displaced and Returnees*</b>		
Ration:	(grams/person/day)	
Wheat Flour/Grain	300/400	
Veg. Oil	30	
Pulses	30	
Sugar	10	
<b>Total</b>	<b>470/460</b>	
<b>Number of beneficiaries</b>	140,000	
<b>Total required quantities (MT)</b>	7,896	
<b>Total Cost (US\$)</b>	2,200,000	

\*Returnees are assisted for 120 days

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# MONITORING

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WFP constantly strives to refine its targeting in Iraq in order to provide assistance to those most in need.

In central and southern Iraq, lists of destitute families in cities are compiled by the Iraqi Ministry of Labour and Social Affairs and a visit to the ministry office in any governorate capital will reveal long queues of potential beneficiaries. Census information is comprehensive in Iraq. Each destitute family has a computerised file with the Ministry of Labour and Social Affairs (MOLSA) which is reviewed annually. Each year documentation must be produced and the file is updated to reflect any changes in family composition, for example, whether a child has entered school or whether elderly members have died.

Frequent visits are carried out to each governorate by the WFP monitoring team. WFP monitors meet with local authorities, visit the warehouses and

check records of arrivals against distribution and stock balances. Monitors also visit and check stock records at the social institutions that receive WFP assistance, including orphanages, kindergartens, homes for the elderly and hospitals. As part of the joint project, WFP also collects statistics and checks stock balances of UNICEF commodities for the Nutrition and Rehabilitation Centres in hospitals. WFP monitors also attend distributions, meet with beneficiaries and check the lists prepared by MOLSA. A number of names is selected at random from the lists and during monitoring missions WFP monitors interview these beneficiaries and assess their living conditions.

In the three northern governorates, lists of beneficiaries are prepared by the public administration that take into account not only the need of the people but also the economic situation of the area in which they live.

## *Nada Aprim, WFP Monitoring Team Leader in Sulemaniyah*

Nada has a Bsc in Psychology from the University of Sulemaniyah and has been Monitoring Team Leader for WFP Sulemaniyah since March 1994, after being assistant to the former Team Leader. As a woman, and a young woman in her twenties, it was not an easy decision for Nada to take on this job. She is often forced to make tough decisions that have a significant effect on people's lives. Last month, beneficiaries she had to take off the distribution lists because of stock shortages, gathered in front of her house in anger and despair. But she enjoys her work with WFP and the independence it gives her. Nada worked for Care Australia prior to joining WFP and, before the Gulf crisis, as a teacher.

Before a distribution of food aid WFP monitors meet a random sample of beneficiaries in their homes, assess their general living standards and health conditions and verify if they are eligible for WFP assistance.

WFP offices have often been the target of violence by angry beneficiaries as scarce food resources have necessitated considerable cut backs in coverage. Last year, a group of approximately 100 women spent a week camped outside the office in Erbil in protest against being taken out of the distribution list, similar protests occurred in Suleimaniyah.

WFP monitoring also concentrates on the activities of the food agents, who actually distribute the commodities to the beneficiaries. Monitors check the quantity and quality of the food distributed. The WFP monitoring team also checks the weights and measures used by the food agents. One of the greatest problems faced by food agents is the lack of appropriate measuring tools such as scales and weights. Sometimes, they are forced to use other items, such as batteries or the axle of a Volkswagen Passat known to weigh 7 kilos. WFP monitors make sure that the use of these alternative tools does result in the beneficiaries getting the food they are entitled to.