

## Annex 1



### UNDG IRAQ TRUST FUND

#### ANNUAL PROGRAMME<sup>1</sup> NARRATIVE PROGRESS REPORT

REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2009

<p><b>Submitted by:</b> UN-HABITAT Name, Title, Organization (Lead Agency) Contact information Dyfed Aubrey Land and Housing Expert UN-HABITAT Iraq Programme mobile +962 799 02 7997 dyfed.aubrey@unhabitat.org.jo</p>	<p><b>Country and Thematic Area<sup>2</sup></b> (when applicable)</p>
<p><b>Programme No:</b> F8-06 <b>MDTF Office Atlas No:</b> 66936 <b>Programme Title:</b> <i>Improving Access for IDPs and Returnees to Acceptable Shelter Solutions</i></p>	<p><b>Participating Organization(s):</b>  UN-HABITAT</p>
<p><b>Implementing Partners:</b></p> <ul style="list-style-type: none"><li>• <i>MoDM, MMPW, MoCH, MPDC, NGOs and private sector</i></li></ul>	<p><b>Programme Budget (from the Fund):</b> US\$ 5,150,304</p> <p>Etc.</p>

<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.

<sup>2</sup> E.g. Priority Area for the Peacebuilding Fund; Thematic Window for the Millennium Development Goals Fund (MDG-F); etc.

***Programme Duration (in months): 18 months***

***Start date<sup>3</sup>: 26 March 2008***

***End date: 31 July 2010***

- *Original end date: 26 September 2009*
- *Revised end date, if applicable: 31 July 2010*
- *Operational Closure Date<sup>4</sup>, if applicable:*

***Budget Revisions/Extensions:***

*List budget revisions and extensions, with approval dates, if applicable*

*On 9 Sept. 2009 extended until 31 July 2010*

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<sup>3</sup> The start date is the date of the first transfer of funds from the MDTF Office as Administrative Agent.

<sup>4</sup> All activities for which a Participating Organization is responsible under an approved MDTF programme have been completed. Agencies to advise the MDTF Office.

## **NARRATIVE REPORT FORMAT**

### **I. Purpose**

- Provide the main outputs and outcomes/objectives of the programme.

#### **Objective 1:**

*To enhance standard of living of up to 800 IDP/ returnee families in displacement and integrate them with their host communities by supplying adequate and affordable shelter of contextually appropriate duration.*

#### *Outputs related to objective 1*

*Improved and enhanced standard of living for up to 800 IDPs/returnees families through construction of up to 400 low-cost self-help shelter units for IDPS/returnees on MoM allocated land (2 Families -where possible- per unit as temporary accommodation) in Karbala, Thi Qar, Erbil and Babylon.*

#### **Objective 2:**

*To develop a coordination mechanism among Ministry of Construction and Housing, Ministry of Municipalities and Public Works and Ministry of Migration for addressing IDP and returnee in displacement shelter needs*

#### *Outputs related to objective 2*

*2.1 A Coordination Committee formed with necessary powers and capacities and an Action Plan prepared for returnee and IDP shelter interventions.*

#### **Objective 3:**

*To address the current capacity gaps of MoM, MoCH, relevant KRG and Governorate authorities in responding to the shelter needs of IDPs and returnees in displacement.*

#### *Outputs related to objective 3*

*3.1 A localized shelter strategy for IDPS/returnees consistent with the broader Cluster F shelter framework developed for a selected city identifying the most suitable shelter solutions for one selected city and manuals and localized guidelines detailing approaches for replication.*

*3.2 Improved capacity of 10 MoDM and MoCH as well as 26 staff members of the Governorate authorities and municipalities to address returnee and displacement shelter needs and solutions.*

- Explain how the Programme relates to the Strategic (UN) Planning Framework guiding the operations of the Fund.

*The framework for strategic development takes into account the UNCT's own assessment of assistance needs. The UNCT has identified three strategic priorities for the period 2008 -2010 as follows:*

- *Support to public governance reforms and institutional & operational capacity building: This project aims to improve institutional and operational capacity to support the shelter needs of IDPs and Returnees through drafting and implementing an Emergency Shelter Strategy(now to be amended to Returnee Strategy – see notes below) in one governorate.*
- *Support to provision of basic services and poverty reduction: This project provides basic shelter for IDPs and Returnees, and once housed, beneficiaries are more able to pursue their livelihoods agenda.*
- *Humanitarian Assistance: The nature of this project is humanitarian shelter assistance, following post 2006 displacement.*

*The programme's operating Principles include:*

- *Mainstreaming Gender: in terms of encouraging the participation of women in capacity building activities wherever possible.*
- *Human Rights: in providing shelter assistance to homeless vulnerable families.*
- *Environment: designing the housing units entails the use of local building materials wherever possible with climate consideration according to location.*
- *Employment: using labor intensive methods of construction (for the housing units), employing local contractors who in turn employ local workers.*
- *Working at International (Regional), National and Local Levels: the project utilizes international expertise in coordination with national consultants who work closely with local authorities and staff from related ministries, that will result in enhanced capacities, and help feed best practices into the project at the same time make sure that the information is tailored for that locality, in addition to enhanced coordination mechanisms between different stakeholders.*

## **II. Resources**

*Financial Resources:*

- Provide information on other funding resources available to the project, if applicable.

*The governorate of Erbil is co-funding the construction of 64 IDP/returnee housing units by \$320,000.*

- Provide details on any budget revisions approved by the appropriate decision-making body, if applicable.

*A no-cost time extension was approved on 9 September 2009 extending the project duration till 31 July 2010*

- Provide information on good practices and constraints in the mechanics of the financial process, times to get transfers, identification of potential bottlenecks, need for better coordination, etc.

*UN-HABITAT Iraq Programme follows and applies the United Nations financial rules and regulations and other official directives in undertaking financial activities of the projects and programmes for which the UN-HABITAT Iraq Programme has administrative responsibilities. UN-HABITAT establishes separate accounts for individual projects and funds and operates the financial transactions under the auspices of the United Nations Office in Nairobi (UNON). The latter approves all financial transactions and certifies financial statements of the UN-HABITAT accounts. Due to absence of working banking systems in Iraq, transfer of funds for project activities are remitted through money vendors against*

*transfer charges. The inability of the money vendors to transfer desirable amount of funds at specific time in Iraq will adversely affect the implementation of activities as well as the credibility of the agency for efficient and timely implementation of the activities. The UN-HABITAT Iraq Programme explores best practices in undertaking its financial activities by discussing operational issues with other UN agencies at the Operations Management Team Meetings (OMT). It also discusses and explores best practices and operational issues with other UN agencies, bilaterally.*

*Human Resources:*

- National Staff: Provide details on the number and type (operation/programme).

*National staff (operations) : 2 (part-time)*

*National staff (programme) : 5 (part-time)*

*National consultant : 1*

- International Staff: Provide details on the number and type (operation/programme)

*International staff (operations) : 2*

*International staff (programme) : 1*

*International consultant to be recruited: 2*

### **III. Implementation and Monitoring Arrangements**

- Summarize the implementation mechanisms primarily utilized and how they are adapted to achieve maximum impact given the operating context.

*Within the interagency response to the IDP crisis in Iraq and to prepare for return, UN-HABITAT will directly engage in providing shelter solutions of contextually appropriate duration to IDPs/returnees in displacement thereby contributing to the creation of an environment favourable to accommodating and integrating IDPs/returnees in displacement within host communities. This approach will be reached by concentrating on construction of low-cost units to temporarily accommodate IDP/returnees families in displacement.*

*UN-HABITAT interventions will respond to the needs of the IDPs/returnees in displacement in Hilla, Erbil, Wassit and Thi-Qar Governorates by assisting MoDM, MoCH Housing Directorate, relevant KRG authorities and local municipalities in providing comprehensive temporary shelter assistance through the construction of a model MoDM accommodation of up to 400 low-cost units.*

*UN-HABITAT will use a multi-pronged and participatory approach for accommodation of IDPs/returnees. This will entail discussing different shelter options and capacity-building for the MoDM and MoCH Housing Directorates, KRG and municipal authorities. This is based on UN-HABITAT/UNHCR experience in housing IDPs/returnees elsewhere in the world.*

- Provide details on the procurement procedures utilized and explain variances in standard procedures.

*All procurement activities are undertaken based on core principles of the UN Financial Rules and Regulations which are best value for money, fairness, integrity and transparency, effective competition and the interest of the United Nations. The provisions of the UN Procurement Manual, which is subordinate to the provisions of the UN financial rules and regulations govern and guide the procurement activities. Within this framework, procurement of local goods, services and works up to a ceiling of \$150,000 are undertaken directly by the*

*Amman-based office through a special Delegation of Authority. For procurement of all international goods, services and works, the United Nations in Nairobi (UNON) reviews, authorizes, and monitors all contracting and financial transactions. Procurement of all services, which entail contracting of personnel are processed centrally at UN-HABITAT Headquarters. Without compromising on 'best value for money', emphasis is placed on sourcing goods, works and services from within Iraq, wherever able and available. This not only helps to contribute to local economic development and employment generation, but also to strengthen local supply capacity and enhance sustainability. Further, in appreciation of the leadership role of the Government of Iraq, serious consideration is given to views and preferences of the client Ministry, in the selection of goods and services.*

- Provide details on the monitoring system(s) that are being used and how you identify and incorporate lessons learned into the ongoing project.

*The project deploys a system for concurrent monitoring to assess progress against the work plan and log frame outputs.*

*Over the next reporting period, UN-HABITAT will contract an international consultant to develop a returnee strategy working with local teams, national coordinators, housing surveyors and engineers. These teams will assist the selected governorate in developing the returnee shelter strategy.*

*UN-HABITAT project coordinators in the selected governorates will supervise the shelter work using labor intensive approaches, and will be responsible for the day-to-day management of operations assisted by the project manager. These bodies will also document lessons learnt to feed in the returnee shelter strategy. UN-HABITAT field coordinators work closely with technical teams from the local authorities in the selected cities to insure proper implementation for construction qualifications (quality control and capacity building) as well as insure the proper implementation of the beneficiary selection criteria.*

*The UN-HABITAT Coordinators will ensure synergies with the UN-HABITAT Strengthening the Capacity of the Housing Sector Project in relation to the shelter strategy for returnees.*

- Report on any assessments, evaluations or studies undertaken.

*A Local Emergency Shelter Consultant has undertaken an assessment of various interventions to support housing needs of IDPs and Returnees. The assessment has revealed a coordination gap among the many agencies currently assisting IDPs and Returnees. This project makes use of IOM's and UNHCR's continuous assessment of IDPs' and returnees' priorities as stated in monitoring reports.*

#### **IV. Results**

- Provide a summary of Programme progress in relation to planned outcomes and outputs; explain any variance in achieved versus planned outputs during the reporting period.

*Erbil city has allocated the land for constructing the IDP/returnee housing units and site survey process is completed. Design of the housing units is completed and agreed upon with local authorities. The procurement process for executing the housing units is underway. In all other locations, the project has experienced major delays of land allocations for IDP/returnee houses. UN-HABITAT planned a stakeholder workshop, representing concerned governorates and ministries in early January 2009 to resolve the issue of land allocation and agree upon the beneficiary selection criteria. Governorates that failed to allocate land were dropped from the list and their share of houses was redistributed amongst*

*the cities who managed to do so. Accordingly Baghdad and Najaf (15, 105 housing units consecutively) were allocated to the other four cities. A major achievement is the governorate agreement to contribute to the project cost through provision of serviced land.*

*All designs for the housing units are completed and awaiting approvals from the related authorities.*

*The service provider (SP), selected and procured to undertake training and preparation of strategies and manuals for Emergency Shelter, decided to withdraw from signing the contract agreement with UNHABITAT, as they were unable to procure International staff willing to travel and work in Baghdad. UNHABITAT is reviewing the whole set of TORs in light of the changing situation regarding needs of the returnee population in Iraq instead of the IDPs.*

- Report on the key outputs achieved in the reporting period including # and nature of the activities (inputs), % of completion and beneficiaries.

### **Outputs related to objective 1**

*1.1 Improved and enhanced standard of living for up to 800 IDPs/returnees families through construction of up to 400 low-cost self-help shelter units for IDPS/returnees on MoDM allocated land (2 Families -where possible- per unit as temporary accommodation) in Baghdad, Najaf, Hilla, Erbil, Wassit and Nassiriya. (15% complete)*

*As explained above, two governorates/cities (Baghdad, Najaf) where unable to allocate land for the construction of housing units, therefore their share was redistributed amongst the other four cities (Hilla, Erbil, Wassit and Nassiriya). The design of the units are completed for each location, in Erbil the procurement process for implementation is under way with the contribution of \$320,000 from the local authority. A modality for cost sharing between UN-HABITAT and local authorities in Erbil has been reached for constructing 64 shelter units in the governorate.*

*Tendering process will start within the next reporting period. As for the other three governorates, land allocation was finalized recently with the commitment of the local authorities to provide the services. Maximum utilization of land in designing the housing units was applied (plot sizes were too large and the built up area small, two units were placed on each plot).*

### **Outputs related to objective 2**

*2.1 A Coordination Committee formed with necessary powers and capacities and an Action Plan prepared for returnee and IDP shelter interventions. (37% completed)*

*The committee is formed, but the action plan is not formulated yet, this is related to the process of formulating the emergency shelter strategy which has been delayed as explained in the next output.*

*A stakeholder workshop on land allocation and low cost housing construction took place in January 2009.*

*The criteria for vulnerable family selection (developed by UN-HABITAT, UNHCR) were shared and discussed with the counterparts during the January 2009 workshop.*

### **Outputs related to objective 3**

3.1 *A localized shelter strategy for IDPS/returnees consistent with the broader Cluster F shelter framework developed for a selected city identifying the most suitable shelter solutions for one selected city and manuals and localized guidelines detailing approaches for replication. (0% completed)*

*The SP selected and procured to undertake training and preparation of strategies and manuals for Emergency Shelter decided to withdraw from signing the contract agreement with UNHABITAT, as they were unable to procure International staff willing to travel and work in Baghdad.. UN-HABITAT is now reviewing the TOR for this exercise in the light of the changing situation regarding the longer term needs of the returnee population in Iraq instead of Emergency Shelter for IDPs. This activity will be undertaken in 2010.*

3.2 *Improved capacity of 10 MoDM and MoCH as well as 26 staff members of the Governorate authorities and municipalities to address returnee and displacement shelter needs and solutions. (40 % completed)*

*A five days training and study tour looking at best practices in self help low cost housing experiences for 22 representatives (4 females and 18 males) of relevant line ministries, local authorities, and national NGO has been completed.*

- Explain, if relevant, delays in programme implementation, the nature of the constraints, actions taken to mitigate future delays and lessons learned in the process.

*Identification and allocation of land for housing, by the concerned local authorities has taken far longer than expected. UN-HABITAT field personnel have been working closely with the relevant functionaries to expedite the process of land allocation on a regular. The allocation of land in Iraq still remains within the jurisdiction and control of the central government, who demand to be appropriately involved in practically every aspect of project design and implementation. The problem becomes acute in situations where land is required for purposes other than already established in the statutory plans or when required by new ministries such as the MoDM which is a newly formulated ministry and is yet to be developed and needs further institutionalized processes and structures to deal with such issues.*

*Despite the governorate level structures are decentralized units of the central ministries; there is significant variance in the level of understanding of procedures and practices between the two levels. As a result unless directives from the central ministry to the local directorates are absolutely specific, actions get delayed or remain unattended to.*

*There have been some delays in the procurement process for selecting the international resource centre to support development of shelter manuals and training of MoDM staff. UN-HABITAT has gone through the process of rationalizing the scope of this assignment, and is reviewing the whole set of TOR in light of the changing situation regarding needs of the returnee population in Iraq instead of the IDPs. This activity will be undertaken in 2010.*

- List the key partnerships and collaborations, and explain how such relationships impact on the achievement of results.

*Collaborations with UNHCR, IOM, and MoDM, have helped monitor and map areas with high concentrations of IDPs / returnees in displacement, living in inadequate shelter. On the other hand these agencies are now well placed to integrate shelter with their ongoing protection activities including legal assistance to recover lost property (to be carried out through UNHCR network of Protection and Assistance Centres).*

- Other highlights and cross-cutting issues pertinent to the results being reported on. *Consideration has been made during the process of designing the housing units regarding social and cultural aspects in each locality in addition to environmental issues in selecting building materials and design. The criteria of beneficiary selection introduced and agreed upon by partners gives single women headed families priority in the selection process for shelter assistance. The project tried hard to encourage female participation wherever possible in capacity building workshops and meetings.*

#### **V. Future Work Plan (if applicable)**

- Summarize the projected activities and expenditures for the following reporting period (1 January-31 December 2010), using the lessons learned during the previous reporting period.
  - *Conduct stakeholder consultations (MoDM, municipalities, host communities, returnee etc.) to identify implementing partners and select beneficiaries based on a defined criteria in early January 2009.*
  - *Prepare tender documents to start field implementation, where land is available in the four governorates.*
  - *Start implementing the construction of the housing units.*
  - *Complete Returnee Shelter Strategy and prepare for training.*
- Indicate any major adjustments in strategies, targets or key outcomes and outputs planned.

*As mentioned above, the project will prepare TOR for a returnee shelter strategy consultancy rather than the earlier planned emergency shelter strategy for IDPs and returnees in light of the changing needs situation inside Iraq. It is also necessary to change project locations from Karbala, Thi Qar, Erbil and Babylon, to Erbil, Babylon, Wassit and Nassiriya.*

*Governorates that have failed to allocate land will be dropped from the list and their share of houses was redistributed amongst the cities who manage to do so. Accordingly Baghdad and Najaf (15, 105 housing units consecutively) will be allocated to the other four cities.*

## **VI. Performance Indicators (optional)<sup>5</sup>**

- Fill the table in this section to report on the indicators set at the output level as per the approved results framework in the programme document.

## **VII. Abbreviations and Acronyms**

- List the main abbreviations and acronyms that are used in the report.
  - *MoDM: Ministry of Displacement and Migration*
  - *MMPW: Ministry of Municipalities and Public Works*
  - *MoCH: Ministry of Construction and Housing*
  - *MPDC: Ministry of Planning and Development Cooperation*
  - *NGOs: Non Governmental Organizations*
  - *SP: Service Provider*

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<sup>5</sup> E.g. for the UNDG Iraq Trust Fund and the MDG-F.