

**United Nations Development Group Iraq Trust Fund**  
**Project #: F8-06**  
**Date and Quarter Updated: 31 December 2010 (4<sup>th</sup> Quarter)**

**Participating UN Organisation: UN-HABITAT** **Sector: Protection**  
**Government of Iraq – Responsible Line Ministry: Ministry of Displacement and Migration**

<b>Title</b>	Improving Access for IDPs and Returnees to Acceptable Shelter Solutions				
<b>Geographic Location</b>	Baghdad, Babil, Najaf, Thi Qar, Wasit and Erbil.				
<b>Project Cost</b>	US\$ 5,150,304				
<b>Duration</b>	18 months and 19 months delay				
<b>Approval Date (SC)</b>	17.03.2008	<b>Starting Date</b>	26.03.2008	<b>Completion Date</b>	26.09.2008 extended to 30.04.2011
<b>Project Description</b>	The project aims at providing a replicable model for addressing shelter needs of IDPs and returnees through both practical assistance and capacity building for relevant government institutions at both national and local levels.				

**Development Goal and Immediate Objectives**

Contribute to ensuring adequate and acceptable housing for vulnerable groups (refers to UNCT strategy for Iraq 2007 Goal 2 and MDG 7 target 11).

**Key Immediate Objectives:**

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.
2. To develop a coordination mechanism among Ministry of Construction and Housing, Ministry of Municipalities and Public Works and Ministry of Displacement and Migration for addressing IDP and returnee in displacement shelter needs ; and
3. To address the current capacity gaps of MoDM, MoCH, relevant KRG and Governorate authorities in responding to the shelter needs of IDPs and returnees in displacement.

**Outputs, Key activities and Procurement**

<b>Outputs</b>	<ol style="list-style-type: none"> <li>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 per unit as temporary accommodation) in Karbala/Najaf, Thi Qar, Erbil and Babylon;</li> <li>2.1 A Coordination Committee formed with necessary powers and capacities and an Action Plan prepared for returnee and IDP shelter interventions.</li> <li>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.</li> <li>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.</li> </ol>
<b>Activities</b>	<ol style="list-style-type: none"> <li>1. Identify implementing partners; select beneficiaries based on a defined criteria; and introduce feasible and acceptable concepts and related training for the participatory development of low-cost and self-help shelter approaches;</li> <li>2. Provide IDPs/returnees families with housing units to accommodate 800 households (temporary accommodation of two families per unit) using low-cost, labour-intensive and self-help approaches benefiting IDPs/Returnees.</li> <li>3. Provide protection services to project beneficiaries including legal assistance to recover lost property</li> <li>4. Provide technical assistance to the Ministries and their respective Governorate level Directorates/Branch Offices, and relevant KRG authorities for establishing and operationalizing a Coordination Committee to address shelter needs of IDP/ returnee households on a sustain basis.</li> <li>5. Undertake a comprehensive and participatory lessons-learned exercise to generate strategy for a selected governorate, GIS map, guidelines and manuals that detail approaches for replication that the MoCH and MoDM can implement in other locations.</li> </ol>

<b>Procurement (major items)</b>	<ul style="list-style-type: none"> <li>• Procurement of works related to the construction of up to 400 model housing units in four governorates.</li> <li>• Procurement of international technical assistance and capacity building support for the development of emergency shelter strategy and housing options.</li> </ul>
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**Situation as of 31/12/2010**

<b>Funds Committed</b>	\$ 3,570,230	% of approved	69%
<b>Funds Disbursed</b>	\$1,224,908	% of approved	24%
<b>Forecast final date</b>	30 April 2011	<b>Delay (months)</b>	19

<b>Direct Beneficiaries</b>	<b>Number of Beneficiaries</b>	<b>% of planned (current status)</b>
Men		
Women		
Children		
IDPs	Up to 148 families	NA
Others	Up to 148 families of Returnees	NA
Indirect beneficiaries	Host communities	
Employment generation (men/women)	None as yet since construction works are yet to commence	

<b>Quantitative achievements against objectives and results</b>		<b>% of planned</b>
<p>Improved and enhanced standard of living for up to 296 IDPs/Returnees families through construction of up to 296 low-cost shelter units for IDPS/Returnees on MoDM allocated land (as temporary accommodation) in Babylon, Thi Qar, Wassit and Erbil.</p>	<ul style="list-style-type: none"> <li>• Consultations with Babil and Najaf. Land has been acquired in four governorates and decisions have been taken to redistribute the proposed no. of housing units.</li> <li>• A review of Iraqi shelter prototypes has been carried out.</li> <li>• Designs of shelter units for all four governorates have been completed. Detailed site planning based on field survey data is presently on going.</li> <li>• A modality for cost sharing between UN-HABITAT and local authorities in Erbil has been reached for constructing 64 shelter units in the governorate.</li> </ul> <p><b>In Erbil:</b>  <b>IDPP-ERB-001</b> Construction of (41) houses for IDP/returnees in Soran District. Works completed 100%, and handed over.  <b>IDPP-ERB-002</b> Construction of (23) houses for IDP/returnees in Soran District. Works completed 100%, and handed over.</p> <p><i>A meeting was held with Erbil Deputy Governo on, 21<sup>st</sup> October 2010, to discuss the “beneficiary selection criteria” and to set a committee for this purpose. The committee was set on 30<sup>th</sup> November 2010. Another meeting was held on 12 December 2010 with Soran commissioner for the same purpose to facilitate the role of the above committee..</i></p> <ul style="list-style-type: none"> <li>• Serious delays were encountered while awaiting land to be allocated in Thiqr, Babylon and Wassit. Land is now allocated and cleared.</li> </ul> <p><b>In Thi-Qar, Babylon and Wassit:</b>  Bids were received in Amman during the last week of May and first week of June. Tender review and analysis were completed with the recommendation packages sent to HQ to obtain the approval of authorization to award contracts to the best and lowest bid.  <b>HQ advised to rebid all packages sent previously as follows:</b></p> <p><b>IDP/HIL/001</b>, was sent to HQ requesting authorization to award contracts (23-Sept-10)  <b>Contract awarded on 31 Oct-10.</b>  <b>IDP/HIL/002</b> was sent to HQ requesting authorization to award contracts (04-Oct-10)</p>	50%

	<p><b>Contract awarded on 10 Nov-10.</b>  <i>IDP/NA/001, was sent to HQ requesting authorization to award contracts on (28-Sept-10)</i>  <b>Not authorized yet</b>  <i>IDP/NA/002 was sent to HQ requesting authorization to award contracts (04-Oct-10)</i>  <b>Contract awarded on 09 Nov-10.</b></p> <p><i>IDP/WST/001 was sent to HQ requesting authorization to award contracts (30-Sept-10)</i>  <b>Contract awarded on 16 Dec-10.</b>  <i>IDP/WST/002 was sent to HQ requesting authorization to award contracts (30-Sept-10)</i>  <b>Not authorized yet</b></p> <p><i>The proposed mechanism for applying the “beneficiary selection criteria” was agreed upon with counterparts in the selected locations for the built houses. Accordingly a meeting was scheduled in Baghdad early October 2010 with MoDM focal point and no comments were raised.</i></p>	
<p>A Coordination Committee formed with necessary powers and capacities and an Action Plan prepared for returnee and IDP shelter interventions.</p>	<p>The emergency shelter consultant placed within the MoDM is helping in the regular collection and updating of information related to shelter conditions of IDPs/Returnees in the various governorates.  A stakeholder workshop on land allocation and low cost housing construction took place in January 2009.  The criteria for vulnerable family selection (developed by UNHCR) were shared and discussed with the counterparts during the January 2009 workshop.</p>	<p>37%</p>
<p>A localized shelter strategy for 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  to begin mainstreaming the support of returnees into local government processes in view of achieving longer term sustainable solutions.</p>	<p>An Agreement of Cooperation has been entered into with CHF International to provide the technical assistance and capacity building support.  CHF has withdrawn from signing the agreement and 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. UN-HABITAT prepared new terms of reference for a consultant to prepare a returnee strategy, shared it with MoDM. The Ministry, after discussions with UN-HABITAT in a meeting in Baghdad (second half of June), had different views on their current requirements and promised to get back to UN-HABITAT with their comments soon. MoDM failed to do this, failed to respond to reminder emails and to attend 2 meetings planned in September  A meeting took place in early October 2010 in Baghdad with MoDM representative to finalize the scope of the returnee shelter strategy study in a pilot city. “Baghdad” was proposed by MoDM being a city that has a variety of IDPs and returnees situations.  Accordingly an international consultant has been recruited supported by national consultants in Baghdad. Work is underway in preparation for the strategy study.  These efforts are coordinated with the Shelter SOT members with an aim for having a shared strategy that responds to the returnee needs to reach a durable shelter solution.</p>	<p>40%</p>
<p>Improved capacity of 10 Ministry of Migration and Ministry of Construction and Housing as well as 26 staff members of the Governorate Authorities and municipalities to address returnee and displacement shelter needs and solutions.</p>	<p>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.</p>	<p>40%</p>

### **Qualitative achievements against objectives and results**

- Following discussions with MoDM and according to needs assessment, it was agreed to include Wassit governorate and Baghdad as locations that the project will provide shelter assistance for (IDP/ returnee families).
- The project has received co financing commitments from the governorate of Erbil which will help to cover:
  - 1- Additional cost towards site development and servicing.
  - 2- Inflation in the price of materials and labour.
  - 3- Better standards of housing than originally envisaged.
- Despite the difficulties faced through the process of land allocation for building the shelter units in 4 governorates, it was a learning process for concerned stakeholders that should be developed and highlighted to arrive at better mechanisms for coordination between the central and local level government entities.
- The change of scope request to the UNDG ITF Steering Committee has been approved for the following:
  1. The number of houses to be constructed for IDPs and returnees is reduced from 400 to 296
  2. A shelter strategy for returnees is to be prepared in stead of an emergency shelter strategy for IDPs; due to changed needs on the ground and in agreement with counterparts.
  3. The coordination committee will begin mainstreaming the support of returnees into local government processes in view of achieving longer term sustainable solutions.
  4. the “self help” approach for construction housing units in 4 cities will not be adopted, instead, the programme will use local contractual facilities and build on that, involving the provision of job opportunities for low and medium skilled workers

(attached is the Budget revision sheet with justifications for the above changes)

### **Main implementation constraints & challenges (2-3 sentences)**

- Delays in allocation of serviced land for housing in most of the selected governorates. The delay has been due to a lack of clarity regarding who the competent authority is for land allocation. Even where land has now been allocated, there are concerns regarding the likely high development and servicing costs. Accordingly two cities namely Baghdad and Najaf, were unable to allocate land for the project, therefore their share was transferred proportionately to the other cities: Erbil, Hilla, Wassit and Thi-Qar.
- Agreeing on the exact modality for utilizing the financial contribution from the Erbil Governorate has taken some time but the issue has been resolved.
- There were some delays in procuring international technical advisory services to define an emergency shelter strategy. This has affected the level of awareness of our partners such as local authorities and the Emergency Shelter Committee on the distinction between emergency shelter and mainstream housing delivery.
- It is an ongoing challenge to convince the local authorities on the use of a more space efficient design which meets minimum functional requirements within the available project budgets.
- Although it was previously agreed to use the UNHCR beneficiary selection criteria, local authorities might insist on adopting other approaches to selection and also alter the intended temporary occupancy arrangements creating long term rather than transitional emergency shelter.
- Delays were experienced while obtaining approvals from MoDM for technical drawings of the shelter units in the southern governorates.
- Finalization of the designs for housing units in the southern governorates experienced delays as MoDM was trying to obtain co-funding for the construction. Finally the ministry was not successful in doing so; and the process was time consuming.
- In Thi-Qar the allocated land for constructing the house units is currently used as a dump site, and in spite of continuous follow-up with local authorities to clear it up, they have not responded yet.
- The low capacity of contractors in the southern cities led to the subdivision of work, leading to repetition of admin procedures.
- Regarding the “self help” approach introduced earlier in the project document, the project team found it difficult to implement within the current situation where beneficiaries are not identified yet. The programme opted to use local contractual facilities and build on that, involving the provision of job opportunities for low and medium skilled workers.
- It is a continuous challenge to convince counterparts in the Government on the importance of technical assistance and capacity building to insure the sustainability of projects, as compared to the hard components of pilot demonstration activities.
- Another challenge is to agree with local authorities on the nature of the project when it comes to providing a temporary shelter for IDP/returnee families; the local authorities tend to consider it as a permanent shelter/residence.
- Land is not treated as a valuable asset by the government, in general, whether on the local or central level; it is used as a trade off where cash is scarce. Subdivision of land (even below the minimum allowed plot size) has become a trend. Attempting to introduce a different approach to land issues is a continuous challenge.