

United Nations Development Group Iraq Trust Fund
Project #: F8-06
Date and Quarter Updated: 1st July - 30 September 2011 (3rd Quarter)
Operationally Closed - Final Fiche

Participating UN Organisation: UN-HABITAT

Sector: Protection

Government of Iraq – Responsible Line Ministry: Ministry of Displacement and Migration

Title	Improving Access for IDPs and Returnees to Acceptable Shelter Solutions				
Geo. Location	Babylon, Thi-Qar, Wasit and Erbil.				
Project Cost	US\$ 5,150,304				
Duration	18 months and 22 months delay				
Approval Date	17.03.2008	Starting Date	26.03.2008	Completion Date	26.09.2009 extended to 31.07.2011
Project Description	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

Outputs	<ol style="list-style-type: none"> 1.1 Improved and enhanced standard of living for up to 296 IDPs/returnees families through construction of up to 300 low-cost shelter units for IDPs/returnees on MoDM allocated land in Wassit, Thi Qar, Erbil and Babylon; 2.1 A Coordination Committee formed with necessary powers and capacities and an Action Plan prepared to begin mainstreaming the support of returnees into local government processes in view of achieving longer term sustainable solutions. 3.1 A localized integrated Returnee Shelter Strategy developed for a selected governorate identifying capacities of existing institutions and local private sector to mobilize support to ensure sustainable return. 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.
Activities	<ol style="list-style-type: none"> 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; 2. Provide IDPs/returnees families with housing units to accommodate 296 households using low-cost, labour-intensive approaches benefiting IDPs/Returnees. 3. Provide protection services to project beneficiaries including legal assistance to recover lost property 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.

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

Situation as of 30/9/2011

Funds Committed	5,065,958.93	% of approved	98%
Funds Disbursed	3,100,992.65	% of approved	60%
Forecast final date	31 July 2011	Delay (months)	22

Direct Beneficiaries	Number of Beneficiaries	% of planned (current status)
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	

Quantitative achievements against objectives and results		% of planned
<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"> • 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. • A review of Iraqi shelter prototypes has been carried out. • Designs of shelter units for all four governorates have been completed. Detailed site planning based on field survey data is presently on going. • A modality for cost sharing between UN-HABITAT and local authorities in Erbil has been reached for constructing 64 shelter units in the governorate. <p>In Erbil: IDPP-ERB-001 Construction of (41) houses for IDP/returnees in Soran District. Works completed 100%, and handed over. IDPP-ERB-002 Construction of (23) houses for IDP/returnees in Soran District. Works completed 100%, and handed over.</p> <p>A meeting was held with Erbil Deputy Governor on, 21st October 2010, to discuss the “beneficiary selection criteria” and to set a committee for this purpose. The committee was set on 30th 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.</p> <p>On 25 January, a meeting was held in the presence of Soran commissioner and committee members, to further discuss the selection criteria and to define the mechanism for data collection process about the IDP families in the area. On 8 and 16 February; two meetings took place to review two lists of beneficiary families provided by Soran Migration office and Soran commissioner office. The lists were examined according to the given criteria. On 29 March, the short listing process started. The committee is planning to visit each family that was short listed, in order to observe and check their current situation and living environment.</p>	85%

So far, the beneficiary selection committee in Soran/Erbil have visited (79) families. 64 out of those who represent the most vulnerable (according to an agreed criteria) will be awarded a house each. 40 families of the visited ones have been selected and another 24 will follow.

- Serious delays were encountered while awaiting land to be allocated in Thiqar, Babylon and Wassit. Land is now allocated and cleared.

In Thi-Qar, Babylon and Wassit:

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.

HQ advised to rebid all packages sent previously as follows:

IDP/HIL/001, was sent to HQ requesting authorization to award contracts (23-Sept-10)

Contract awarded on 31 Oct-10.

Starting date 07/11/10.

progress of work 92% for 50 houses

IDP/HIL/002 was sent to HQ requesting authorization to award contracts (04-Oct-10)

Contract awarded on 10 Nov-10.

Starting date 07/12/10

progress of work 100% for 50 houses

IDP/NA/001, was sent to HQ requesting authorization to award contracts on (28-Sept-10)

Contract awarded on 7 Mar-11 starting date 26-Mar-11

progress of work 45% for 50 houses

IDP/NA/002 was sent to HQ requesting authorization to award contracts (04-Oct-10)

Contract awarded on 09 Nov-10.

Contract awarded on 7 Mar-11 starting date 26-Mar-11

progress of work 95% for 36 houses

A committee from the governorate council has decided to stop the work in the Nassiriya site (on 19 June 2011) due to some construction defaults. This reaction from the governorate side was found to be based on poor evidence that did not require such measures. Action has been taken from the UN side to overcome the mistakes and work resumed in 13 July 2011

IDP/WST/001 was sent to HQ requesting authorization to award contracts (30-Sept-10)

Contract awarded on 16 Dec-10.

starting date 21-12-10

progress of work is 100% for 32 houses

IDP/WST/002 was sent to HQ requesting authorization to award contracts (30-Sept-10)

starting date 21-12-10

progress of work is 100% for 16 houses

The proposed mechanism for applying the “beneficiary selection criteria” was

	<p>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.</p> <p>The selection criteria were introduced in a workshop in Amman (details mentioned in the last point).</p> <p>The beneficiary selection committee formulation in Hilla, Wasit and Thi-Qar is under way to identify vulnerable families. This process has been delayed due to counterparts' occupation in the 100 days reforms.</p> <p><i>MoMD is still delaying the process of forming the beneficiary selection committees. Each committee is supposed to be composed of different stakeholders from government, local authorities and civil society. UN-HABITAT has been pushing for the activation of a transparent and fair selection process as the project is completed and 83% of houses are completed while the remaining will follow soon.</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.</p> <p>A stakeholder workshop on land allocation and low cost housing construction took place in January 2009.</p> <p>The criteria for vulnerable family selection (developed by UNHCR) were shared and discussed with the counterparts during the January 2009 workshop.</p> <p>A steering committee is formed to oversee the work of the technical study groups discussing issues of the main thematic areas of the IDP/returnee shelter strategy. The steering committee attended a training workshop with technical working groups from stakeholder ministries in Amman during the period 22-24 February to discuss challenges that face IDPs/returnees regarding shelter solutions. (Further details in the last point).</p> <p>The steering committee membership is still incomplete because most of the stakeholders are preoccupied with the 100 days reforms. UN-HABITAT is relentlessly coordinating to encourage dialogue between main stakeholders. The action plan is complete and has been incorporated in the strategy document which was submitted for final revision prior to translation and printing.</p> <p><i>The final draft of the strategy document is still with the government for revision upon the request of MoCH. Though the MoCH had participated in the development of the strategy, yet they requested to review the document because their technical staff need to review to ensure its alignment with the Housing Policy. This will be shared and discussed also with MoMD. MoCH will not be able to complete the review process before the middle of October due to the ministry's other engagements. Therefore, the printing of the document will be delayed which has, also, an effect on the disbursement rates shown.</i></p>	<p>97%</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</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.</p> <p>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</p>	<p>97%</p>

<p>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>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</p> <p>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.</p> <p>Accordingly an international consultant has been recruited supported by national consultants in Baghdad. Work is underway in preparation for the strategy study.</p> <p>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>A first draft of the strategy was produced in March 2011 and an action plan was prepared to identify requirements of the following steps.</p> <p>After the production of the draft strategy, a 3rd consultation/training workshop was held in Erbil during the period 10-12 May to review and approve the production of the final draft of the strategy.</p> <p><i>The final draft of the strategy document has been submitted to MoMD in June 2011 for final revision. MoCH has requested to further review it by a group of their experts to ensure its alignment with the Housing Policy. The review process by MoCH will not be completed before mid October, which will delay the printing of the strategy and will negatively affect the disbursement rates.</i></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>A training workshop was held during the period 22-24 February 2011 in Amman attended by 23 participants from Iraq, including stakeholder ministry officials and representatives from local authorities from selected governorates for the constructed houses. 25 representatives from international NGOs working inside Iraq and members of the shelter SOT, also, attended the workshop to provide their experience and data on IDP/returnee shelter issues. 9 members from UN-HABITAT office (national and International) provided backstopping technical support.</p> <p>A succeeding workshop was held in Baghdad between 28 and 30 March 2011 aiming to follow up the with the technical working groups, and guide their work in the process of drafting the strategy for durable shelter solutions for IDPs and returnees.</p> <p>Following on the training workshops held earlier, a third training workshop to finalize the strategy was held in Erbil on 10-12 May 2011. The workshop was attended by 18 government officials from Baghdad; 9 officials from governorates in addition to 5 international consultants; NGO representatives and UN-HABITAT staff in Amman, Erbil and 3 governorates.</p>	<p>100%</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).

- The project is following “training on the job” method which involves engaging the technical working groups in real exercises and data collection related to different areas of their expertise. Discussions and transparent participatory approach for drafting the strategy will ensure ownership of the final result.
- A consensus was reached between different stakeholders on the content of the strategy document. Considerable progress was achieved in terms of bringing different stakeholders to agree on establishing coordination mechanisms for future implementation of the shelter strategy for displaced people and affected communities.
- The effort exerted in bringing many partners (national and international) who are working in the IDP/returnee shelter sector in Iraq to discuss and debate current issues and proposed strategies, has resulted in creating an increased interest of donors in the work of UN-HABITAT. Simultaneously, UN-HABITAT had formulated a new project that builds on the findings and directions of the strategy of which a potential donor has expressed serious interest in funding. The new project will lead to testing the implementation plan proposed in the strategy through using technical assistance of international expertise, and building on the momentum created while formulating the strategy.

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.
- Delays were experienced in appointing working group members for debating issues of the strategy thematic areas.
- Delays were experienced in agreeing with MoDM on the framework of the strategy study, timing coincided with the appointment of a new minister.
- Delays were experienced in forming committees that consist of members from different ministries due to lack of coordination between those entities.
- *Delays are still being experienced in forming the beneficiary selection committees to build houses in Thi-Qar, Wasit and Hilla due to MoMD other engagements. UN-HABITAT office in Baghdad is constantly following up with the ministry on this issue to ensure a transparent beneficiary selection process for the IDP/returnee houses that will serve the most vulnerable.*