



**UNDG IRAQ TRUST FUND
FINAL PROGRAMME¹ NARRATIVE REPORT**

Programme Title & Project Number
<ul style="list-style-type: none"> Programme Title: Improving Access for IDPs and Returnees to Acceptable Shelter Solutions Programme Number (if applicable): F8-06 MPTF Office Project Reference Number: 66936

Country, Locality(s), Thematic Area(s)²
<i>(if applicable)</i> Country/Region Iraq: Erbil, Hilla, Wasit, Thi-Qar and Baghdad
Thematic/Priority: Housing and Shelter Sector Outcome Team

Participating Organization(s)
UN-Habitat

Implementing Partners
Ministry of Migration and Displacement (MoM); Ministry of Municipalities and Public Works (MMPW); Ministry of Construction and Housing (MoCH); Ministry of Planning and Development Cooperation (MPDC); Ministry of Finance (MoF); local authorities; NGOs and private sector

Programme/Project Cost (US\$)	
MPTF/JP Fund Contribution:	US\$ 5,150,304
<ul style="list-style-type: none"> <i>by Agency (if applicable)</i> 	
Agency Contribution	
<ul style="list-style-type: none"> <i>by Agency (if applicable)</i> 	
Government Contribution <i>(if applicable)</i>	Government of Erbil is co-funding by \$ 320,000
Other Contributions (donors) <i>(if applicable)</i>	

Programme Duration (months)	
Overall Duration <i>(months)</i>	40 months
Start Date ³ <i>(dd.mm.yyyy)</i>	26.03. 2008
End Date (or Revised End Date) ⁴	1st extension approved till 31 July 2010 2nd extension approved 30 April 2011 3rd extension approved till 31 July 2011
Operational Closure Date ⁵	31 July 2011

¹ The term “programme’ is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

³ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#).

⁴ As per approval by the relevant decision-making body/Steering Committee.

⁵ All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

TOTAL: US\$ 5,470,304

Expected Financial Closure Date 31 July 2012

Final Programme/ Project Evaluation

Evaluation Completed
 Yes No Date: _____

Evaluation Report - Attached
 Yes No

Submitted By

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FINAL PROGRAMME REPORT

I. PURPOSE

- a. Provide a brief introduction to the programme/ project (*one paragraph*).
Since the fall of the Saddam Hussein regime in 2003, Iraq has experienced significant displacement of households as a result of conflict among various factions within Iraq. 1.6 million persons are estimated to have been internally displaced since 2006. "Adequate Shelter" is a priority concern for more than half of the internally displaced persons (IDPs) and their families as displaced families face severe difficulties in finding adequate and affordable shelter. To that end, the project responded to the needs of IDPs and returnees by assisting the Ministry of Migration and Displacement and Ministry of Construction and Housing (Housing Directorate) and relevant Kurdistan Regional Government authorities and municipalities in providing comprehensive temporary shelter assistance through the construction of model low-cost units. The project aimed 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. The project through a participatory process provided a methodology for creating an enabling environment in Iraq to achieve longer-term shelter solutions for people affected by displacement. The process focused on reducing vulnerabilities by providing realistic strategies on key topics related to shelter provision.

- b. Provide a list of the main outputs and outcomes of the programme as per the approved programmatic document.

Outcome 1:

Enhanced standard of living of up to 296 IDP/ returnee families in displacement.

Outputs related to outcome 1

1.1 Improved and enhanced standard of living for up to 400 IDPs/returnees families through construction of up to 300 low-cost self-help shelter units for IDPS/returnees on MoDM allocated land in Erbil, Thi-Qar, Babylon and Wasit.

Outcome 2:

A coordination mechanism developed 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 outcome 2

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.

Outcome 3:

Improved capacities of MoM, MoCH, relevant KRG and Governorate authorities in responding to the shelter needs of IDPs and returnees in displacement.

Outputs related to outcome 3

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.

- c. 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:

- o 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 a Returnee Strategy in one city.
 - o 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.
 - o Humanitarian Assistance: The nature of this project is humanitarian shelter assistance, following post 2006 displacement.
- d. List primary implementing partners and stakeholders including key beneficiaries.
- Implementing Partners: Ministry of Migration and Displacement; Ministry of Municipalities and Public Works; Ministry of Construction and Housing; Ministry of Planning and Development Cooperation; Ministry of Finance; local authorities; NGOs and private sector
- Beneficiaries: IDP/returnee families and trained staff of stakeholder partners.
- Indirect beneficiaries: host communities where IDPs and returnees reside.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

- a. Report on the key outputs achieved and explain any variance in achieved versus planned results.

Construction of 296 houses in 4 cities, level of completion is as follows:

- o Soran/Erbil: Completed the construction of 64 units. 85% of constructed houses have been allocated to beneficiaries by the beneficiary selection committee (BSC).
- o Hilla: Completed the construction of 100 units since October 2011. The handover of constructed houses to government counterparts and local authorities is still pending.
- o Wasit: Completed the construction of 48 units since August 2011. The handover of constructed houses to government counterparts and local authorities is still pending.
- o Thi-Qar: completed the construction of 50 units since October 2011, level of completion of another 36 units is 82%. The handover of constructed houses to government counterparts and local authorities is still pending.

The "Shelter Strategy for Long Term Solutions for People Affected by Displacement" report has been ready since August 2011 but the printing has been delayed due to the slow revision process by government counterparts, who had submitted their comments only in December 2011.

Training workshops and study tours were conducted as part of the overall objective to build the local capacities. A study tour was held for 22 representatives (4 females and 18 males) of relevant line ministries, local authorities, and national NGO to look at best practices in self help low cost housing experiences.

Training workshops were organized for government officials from ministries and representatives of local authorities from 4 governorates to discuss the IDP shelter strategy. The workshops hosted a wide range of international experts and entities working in the IDP sector inside Iraq.

- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.

Outputs related to objective 1

1-1 Improved and enhanced standard of living for up to 296 IDPs/returnees families through construction of up to 296 low-cost self-help shelter units for IDPs/returnees on Ministry of

Migration and Displacement allocated land in Erbil, Babylon, Wassit and Thi-Qar. (88% complete)

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. (100% completed)

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 facing IDPs/returnees regarding shelter solutions. (Further details in the last point).

The action plan is complete and has been incorporated in the strategy document which will be ready for printing in 2012 due to delays explained in the above point (II a).

Outputs related to objective 3

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. (97% completed).

The Shelter Strategy has been reviewed by the Government counterparts but the submission of comments had been delayed by the government till end of December 2011, thus delaying the printing of the report.

3.1 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. (100 % completed)

c. Explain the overall contribution of the programme to the Strategy Planning Framework or other strategic documents as relevant, e.g.: MDGs, National Priorities, UNDAF outcomes, etc
The project contributed to the attainment of MDG 7 target 11 by improving shelter conditions, developing new shelter solutions

The project contributed to UNDAF outcome number 4: a better living environment for the poor; through its direct shelter provision which improves the living conditions of vulnerable families; and also by preparing a “Long-Term Shelter Strategy for People Affected by Displacement”.

d. Explain the contribution of key partnerships and collaborations, and explain how such relationships impact on the achievement of results.

Collaborations with UNHCR, IOM, and MoMD, have helped monitor and map areas with high concentrations of IDPs/returnees 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). The coordination and collaboration established with OCHA, UNHCR, IOM and other partners and international NGOs working inside Iraq such as Norwegian Refugee Council (NRC), International Red Cross (IRC), USAID, Cooperative Housing Foundation (CHF), Mercy Hands, Mercy Corps and International Relief and Development (IRD) have contributed to the process of drafting the “Long-Term Shelter Strategy for People Affected by Displacement”. Coordination with counterparts, stakeholder ministries in Iraq is an important step in integrating efforts and ensuring national ownership of the strategy.

e. Who have been the primary beneficiaries and how they were engaged in the programme/project implementation? Provide percentages/number of beneficiary groups, if relevant.

The primary beneficiaries were 1) the 148 IDPs families and 148 returnee families who are receiving the shelter constructed units; 2) the government and local authority staff as well as local NGOs who benefited from the techniques and the knowledge transfer in dealing with shelter solutions, provision of needs to the displaced. The techniques were acquired from the

training workshops and the processes of drafting the “Long-Term Shelter Strategy for People Affected by Displacement”.

The secondary beneficiaries were 1) the host community; 2) IDPs and returnees who will benefit from the implementation of the shelter strategy.

- f. Highlight the contribution of the programme on cross-cutting issues pertinent to the results being reported.

The project’s operating principles include:

- o Mainstreaming Gender:
 - Through encouraging the participation of women in capacity building activities wherever possible.
 - The beneficiary selection criteria considered women headed households within vulnerable groups to be eligible for government support in terms of shelter assistance.
- o Human Rights: in providing shelter assistance to homeless vulnerable families.
- o Environment: designing the housing units entails the use of local building materials wherever possible with climate consideration according to location.
- o Employment: using labour intensive methods of construction (for the housing units), employing local contractors who in turn employ local workers.
- o 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 which will result in enhanced capacities, and help feed best practices into the project. At the same time, the involvement of local authorities ensures that the information is tailored for that locality and results in enhancing coordination mechanisms between different stakeholders.

- g. Has the funding provided by the MPTF/JP to the programme been catalytic in attracting funding or other resources from other donors? If so, please elaborate.

The efforts exerted in bringing together many partners (national and international) to formulate and draft the strategy for “Longer-term Shelter Solutions for People Affected by Displacement” had resulted in creating an increased interest among donors in the work of UN-Habitat. Consequently, UN-Habitat had successfully managed to secure funding to a new project that builds on the findings and directions of the strategy. The project will enable the Government to take concrete steps to implement the Shelter Strategy both by developing institutional capacity and testing this capacity in various pilot efforts.

- h. Provide an assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV, if applicable.

III. EVALUATION & LESSONS LEARNED

- a. Report on any assessments, evaluations or studies undertaken relating to the programme and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no evaluation of the programme have been done yet?

The main study undertaken under this project is the strategy for “Longer-Term Shelter Solutions for People Affected by Displacement”. The process of the study has been participatory where a wide range from government, local authorities and international experts were involved in addition to entities working on issues related to IDPs in Iraq.

No evaluation for this project was undertaken. The project faced many delays during implementation stages (explained below). The construction of houses has been completed in all cities except for one location where the rate of progress is still 88%.

Moreover, the printing of the strategy report is still pending due to the fact that the revision of the draft strategy by counterpart officials was a lengthy process and comments were not received before the end of December 2011. The process of incorporating the comments was delayed, and now the strategy is its final stages and is ready for printing.

- b. Explain, if relevant, challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources, as well as the actions taken to mitigate, and how such challenges and/or actions impacted on the overall achievement of results.
1. Delays in allocation of serviced land for housing in most of the selected governorates due to ambiguity regarding the authorized entity for land allocation. Two cities -Baghdad and Najaf- were unable to allocate land for the project and their share was transferred proportionately to the other cities -Erbil, Hilla, Wassit and Thi-Qar.
 2. Delays resulting from the growing concerns regarding the servicing cost of the allocated land.
 3. Delays in procuring international technical advisory services to define an emergency shelter strategy. This has affected the level of awareness of partners such as local authorities and the Emergency Shelter Committee on the distinction between emergency shelter and mainstream housing delivery.
 4. An ongoing challenge to convince the local authorities on the use of a more space efficient design for the housing units that meets minimum functional requirements within the available project budgets.
 5. Delays, confusion and halting of the work of the beneficiary selection committee responsible for selecting families that would utilize the housing units constructed by the project as a result of the changes introduced by MoMD regarding the approach and criteria for handing out the houses to beneficiaries. Although a transparent and comprehensive process and criteria of beneficiary selection was previously agreed upon by MoMD and local authorities, MoMD announced new changes.
 6. Delays were experienced while obtaining approvals from MoMD for technical drawings of the shelter units in the southern governorates.
 7. Delays in the finalization of the designs for housing units in the southern governorates as MoMD was trying to obtain co-funding for the construction, which they failed to obtain.
 8. Delays in commencing the construction on the allocated land in Thi-Qar because the land was used as a dump site.
 9. Lack of capacities of contractors in the southern cities led to subdivision of work and unnecessary repetition of administrative procedures.
 10. Continuous challenges reappeared when dealing with Government counterparts and trying to convince them about the importance of technical assistance and capacity building to ensure the sustainability of projects.
 11. Challenges in convincing local authorities that the project provides only temporary shelter solutions for IDP/returnee families and not permanent shelter/residence.
 12. Land is not treated as a valuable asset by the government both at the local and central levels. Land is used as a trade off where cash is scarce.
 13. Delays were experienced in appointing working group members from different stakeholder ministries due to lack of coordination between those entities.
 14. Delays were experienced in agreeing with MoMD on the framework of the strategy study.
- c. Report key lessons learned that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc.,
1. The project has received co-financing commitments from the KRG/ Erbil in support of constructing 64 housing units in Soran/Erbil thus helping to cover:
 - Additional cost for site development and servicing.
 - Additional costs due to inflation in prices of materials and labour.
 - Better standards of housing than originally envisaged
 2. The project applied “on the job training” as a means of capacity building, which involved engaging technical working groups of staff from partner ministries in discussions and participatory approaches, data collection and debates with international experts. As a result, a consensus was reached among the 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 Longer-Term Shelter Solutions for People Affected by Displacement. . .

