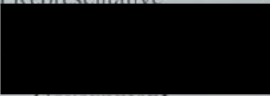
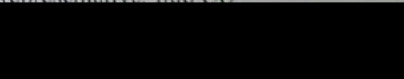
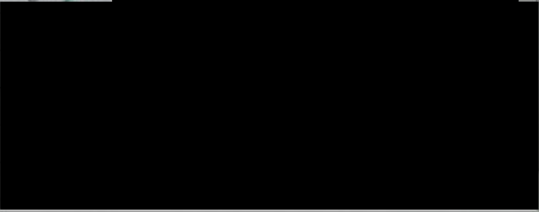


## Annex (I): Description of Action

Joint programme title:	Reintegration through Integrated Support and Empowerment (RISE)	
Zone benefiting from the action	Iraq	
Outcomes(s): <verbatim from CF>		
Duration:	23 months	
Anticipated start and end dates:	Start: 01 June 2023	End: 30 April 2025
JP Team		
Lead PUNO:	UNDP	
PUNOs:	UNICEF	
Fund management modality:	Pass-through	
» Convening Agent: (Pass-through only)	UNDP Judy Wakhiu (Social Cohesion Team Leader) <a href="mailto:judy.wakhiu@undp.org">judy.wakhiu@undp.org</a>	
Total estimated budget:	USD 5,721,000.00	
Out of which:		
» Funded	EUR 5,000,000 (EU Contribution), US\$100,000 (UNICEF), US\$100,000.00 (UNDP)	
» Un-funded	N/A	
Source of funds:		
» Donor 1	European Union: EUR 5,000,000.00	
» Donor 2	UNICEF: USD 100,000	
» Donor 3	UNDP: USD 100,000	

The legal basis for the joint programme is the Legal Annex for the signed United Nations Sustainable Development Cooperation Framework (2020 - 2024). It refers to the cooperation or assistance agreements or other agreements that are the existing legal basis for the relationship between the Government of Iraq and each Participating UN Organization.

### Declaration of commitment and signatures

<u>UNDP</u>	<u>UNICEF</u>
Auke Lootsma UNDP Resident Representative	Sandra Lattouf UNICEF Representative, Iraq CO
Signature 	Signature 
<u>Government</u>	
Evan Faiq Gabro Minister of Migration and Displacement	
Signature 	

## I. EXECUTIVE SUMMARY

Since 2014, the conflict with Islamic State of Iraq and the Levant (ISIL) resulted in large scale displacement across Iraq; the effects of which continue to reverberate. Al Hol Camp in the Autonomous Administration of North and East Syria (AANES) received large numbers of Iraqi refugees fleeing the conflict, particularly women and children. In April 2021, the Government of Iraq discussed the challenges and threats facing Iraqi families in Al Hol camp in Syria. Women and children are most of Al Hol people. They faced challenges, such as malnutrition, women are giving birth in unhealthy environment (tents), gender-based violence, and sexual violence. It was decided to take the necessary measures and arrangements for repatriating these families, which were estimated over 920 families (3,749 individuals)<sup>1</sup>; most of them are women and children less than 18 years old.

Prolonged deprivation of liberty of the Al Hol camp population, in the context of deteriorating conditions and unmet basic needs related to health, food security and protection, exacerbated by human rights and dignity violations, exposure to trauma and extreme forms of violence, leaving the camp population vulnerable to known drivers of criminal behaviour, recruitment into armed groups, and violent extremism conducive to terrorism, as well as other negative coping strategies. The Government of Iraq opened Jeddah Center (J1) to host the formal returnees from Al Hol camp where they receive rehabilitation support services, including psychosocial support.

UNDP and UNICEF will jointly implement the project in partnership with Centre for Humanitarian Dialogue (HD) to support the (GoI) to address the reintegration needs of vulnerable conflict affected children, young people and adults returning to Iraq from North-East Syria (NES), as well as other vulnerable individuals/children in return communities, including those perceived to be formerly associated with the Islamic State of Iraq and the Levant (ISIL). This will be achieved through community-based reconciliation and reintegration initiatives in communities of return in for example Anbar, Salah-al-Din and Ninewa Governorates to strengthen social cohesion and community stability efforts.

This will be attained through applying a **three-pronged approach**, which will consist of evidence-based support, age and gender-sensitive activities; **i) at the individual level**, ISIL-associated people and (host) community members to enable them for sustainable socio-economic reintegration and children of ISIL-affiliated families and returnees from Al Hol to receive enhanced access and available legal and protection services, **ii) at the community level** to increase community acceptance and preparedness in the selected areas for taking the lead in facilitating the return and reintegration of children, women, young people and adults formerly associated with ISIL, and **iii) at the institutional level** (local and national institutions) to build and strengthen corporate and individual capacity and improve governance structures, policies, and strategies for enhanced return and reintegration, while taking women and girls needs into consideration. The project will also apply an **area-based approach** through which close coordination with national and local efforts of relevant stakeholders and UNDP-implemented interventions, specifically a) reconciliation and reintegration programmes and b) existing PVE, social cohesion, stabilization, recovery and development programmes will be mainstreamed.

The project is expected to contribute to the Strategic Priority (5): Durable Solutions of the United Nations Sustainable Development Framework (UNSDF) of Iraq. In addition, the project is expected to contribute to the following Sustainable Development Goals:

- SDG (5): Gender Equality: achieve gender equality and empower all women and girls.
- SDG (8): Decent Work and Economic Growth: promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.
- SDG (10): Reducing Inequalities: promote universal social, economic and political inclusion.
- SDG (16): Peace, Justice, and Strong Institutions: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

The project targets both direct and indirect beneficiaries in the respective communities. It will provide socio-economic reintegration support for **600 direct beneficiaries**, including persons perceived to be affiliated with ISIL, returning to Iraq from NE Syria and members of receiving communities, including IDPs, members at risk of marginalization and vulnerability. Women direct beneficiaries will represent at least 50% of the total direct beneficiaries, young people (18 – 29 years) will be at least 30%. The project

<sup>1</sup> The Road Home from Al Hol Camp: Reflections on Iraqi Experience, Draft, United Nations University, 2022

will also provide capacity building support for members of national and local authorities, Local Peace Committees, Youth and Women Peace Groups, Child Protection Committees (CTCs). In addition, **8,880 children**, including ISIL-affiliated children and children returning from Al Hol camp, will receive psychosocial support, enhanced access and availability of legal and protection services.

The interlocutors that will be included in the local dialogue process will include but will not be limited to tribal leaders, religious leaders, judges, lawyers, and governorate and other local administration officials, including local peace committees and child protection committees.

The **indirect beneficiaries** are community members at large of the selected areas.

## II. SITUATION ANALYSIS

Iraq has been dealing with conflict, insecurity, and instability for decades that created deep-seated grievances. It has been exacerbated by socio-economic challenges, including the displacement of many vulnerable people, who left their communities of origin for different places inside and outside of Iraq. The emergence of the Islamic State of Iraq and the Levant (ISIL), which exploited tensions and took control of large swaths of territory, triggered a new wave of violence and displacement. Consequently, the emergence of the ISIL which exploited tensions and took control of large swaths of territory, triggered a new wave of violence and displacement. Consequently, around 3.3 million individuals got displaced during the ISIL insurgence, 1,168 million of them remain displaced<sup>2</sup>.

IDPs and returnees have suffered multiple adverse shocks, including the loss of most of their assets, wealth, and jobs or businesses. The Iraq Damage and Needs Assessment (2018) showed that the post-ISIL reconstruction would take at least 10 years and cost over US\$88.2 billion<sup>3</sup>.

In recent years, Iraq has seen widespread youth-led protests throughout the period 2019 – 2022 and social unrest, fueled by economic hardship, corruption, growing disparity between the center and the periphery, and demands for political reform. This has all been exacerbated by the COVID-19 pandemic, which had adverse implications on the socio-economic situation of the people, including IDPs, returnees, children and women.

Inequal distribution of development gains, income, and access to resources escalated the tensions and fuelled conflict, more particularly in poor societies where most people live below the poverty line of around 31.7% (2020, Iraq)<sup>4</sup>, accompanied by a challenging unemployment, which makes up around 16% (28.2% for women, 14.7% for men)<sup>5</sup>.

Corruption and inadequate governance aggravated the challenges to providing basic services and security. It has undermined public trust and further fueled grievances. A recent EU conflict analysis highlighted that the Iraqi people's unhappiness with the performance of the government and the political order was the most significant driver of conflict in the country. The public has very little trust in the government, state institutions, the political class, and in a political regime based on ethno-sectarian politics, which it sees as corrupted and dysfunctional. The EU conflict analysis has also underscored the significant influence of foreign interventions on conflict dynamics in Iraq, making Iraq the theatre of the broader geopolitical competition.

The climate changes and environmental challenges threatened social cohesion and community stability in some parts of Iraq, especially in the middle and southern regions, due to water scarcity. In the 2020-2021 rainy season in the Tigris and Euphrates water basins, rainfall was significantly lower than normal. Early indications from FAO are that the rainfall in this season is the second worst seen in the past 40 years<sup>6</sup>. Due to water scarcity, agrarian families tend to stop their livelihood activities and relocate in search of alternative sources of income. The emerging water scarcity-induced displacement remains a pressing challenge in many rural and semi-urban locations<sup>7</sup>.

In relation to children, the primary drivers of recruitment into armed groups for children relate to mainly poverty, family association with an armed group, lack of access to services, lack of education and employment opportunities, lack of fulfilment of child rights and lack of protective environment.

The Government of Iraq designated Jeddah-1 camp as a 'Rehabilitation Centre,' suggesting that some form of targeted programming aimed at disengaging individuals from ISIL takes place there.<sup>8</sup> A range of services are provided in Jeddah-1 camp, including education, mental health and psycho-social support (MHPSS), cash-for-work opportunities, and social activities, but these are provided as part of the humanitarian response, which is provided by different humanitarian organizations, such as UNICEF, IOM, and WFP. Returnees are expected to spend up to six months in Jeddah-1 camp based on an estimate given by the Government of Iraq delegation, however the average duration returnees spend

<sup>2</sup> Iraq Master List Report, 128, DTM, IOM, FEB 2023

<sup>3</sup> World Bank (20

a), Iraq Damage and Needs Assessment of Affected Governorates

<sup>4</sup> [Children make up the majority of up to 4.5 million Iraqis at risk of falling into poverty and deprivation due to the impact of covid-19 \(unicef.org\)](#)

<sup>5</sup> [wcms\\_850359.pdf \(ilo.org\)](#)

<sup>6</sup> [Iraq: Drought - Aug 2021 | ReliefWeb](#)

<sup>7</sup> [NEW REPORT AND WEBTOOL PROVIDE INSIGHT INTO IRAQ'S LOOMING WATER | IOM Iraq](#)

<sup>8</sup> International Centre for Counterterrorism and IOM Iraq, [Roundtables on Prosecution, Reintegration, and Rehabilitation](#) (2022).

in J1 is now 3 months. Some camp residents, however, are still in Jeddah-1 a year after arrival. Reasons for getting stuck in Jeddah-1 are often tied to access to information, and female heads of household were frequently disadvantaged due to bigger information gaps. The top reason that people had not departed Jeddah-1 camp was the need to renew civil documentation, and female heads of household were less likely to know how to do this. The second top reason was waiting for relatives to join from Al Hol camp, and here, again, female heads of household were less likely to know when relatives who remained in Al Hol would arrive at Jeddah-1. Women were also more likely than men to have insufficient information about missing or detained relatives<sup>9</sup>.

After Al Hol returnees leave the Jeddah-1 camp, they typically return to their place of origin, although some of them move to a third location. Data on the reintegration transition of Al Hol returnees is continuously evolving thanks to longitudinal studies carried out in partnership with United Nations University. Furthermore, the experience of Iraqi families with perceived ISIL affiliation displaced within Iraq offers additional insight into such experiences. Prior studies found that Iraqi families with perceived affiliation to ISIL who were displaced in Iraq can find their return to their communities blocked by security actors,<sup>10</sup> experience community rejection and stigmatization,<sup>11</sup> and are at high risk of revenge attacks and violence when they return to their place of origin,<sup>12</sup> and lack of economic opportunities for reintegration is made even more challenging by the fact that the communities to which they return are often fragile, under-developed, and may feel marginalized by the Iraqi state. Research conducted by the MEAC project in partnership with UNDP across four locations in Iraq brought greater nuance to these broad findings by identifying the type of profiles most likely to face stigmatization and community rejection – namely, those with clear markers of proximity to ISIL<sup>13</sup>. This suggests that Al Hol returnees are likely to face similar difficulties reintegrating into the community since spending time in Al Hol is associated with the stigma of ISIL proximity.

The rate of return varies considerably between Governorates. Displaced people, including children and women, faced specific challenges that hinder their return and reintegration into the communities. For women and men supporting their household, getting a job is a major challenge. Employers who check on backgrounds often consult local mukhtars, who report on women's or men's alleged links to ISIL. Some women who have returned to their homes do not have their documents and identify cards. They also have faced evictions, forced displacement, looting, threats, ill-treatment, and sexual harassment. While for children left without identity registration and basic documents and consequently without the right to education and citizenship. For the sake of the children and for the stability of Iraq in the future, these children need identity cards, psychological rehabilitation and guaranteed access to education and health care and social reintegration<sup>14</sup>.

Challenges to reconciliation and reintegration have roots in unresolved historical and ethno-religious grievances.<sup>15</sup> Local conflicts, such as those over access to housing, land, and property as well as insecurity, crime, and inter-tribal and interpersonal relations further complicate the process. At the community level, tribes continue to play a role in tribal justice and conflict resolution but need governance reforms to prevent and control abuses.<sup>16</sup>

There is a widely varying degree of 'community preparedness' in different governorates and areas for the return and subsequent reintegration of persons formerly associated with ISIL. Various stakeholders highlighted the importance of individual compensation for ISIL survivors to promote community acceptance of families with a perceived affiliation. Besides individual compensation, specialists insist on the requirement of 'community compensation' in the form of productive and social infrastructure rehabilitation to increase community preparedness.

<sup>9</sup> How Information Ecosystems Affect Conflict Transitions: Experiences from Al Hol and Iraq, Draft, December 2022, United Nations University and United Nations Institute for Disarmament Research

<sup>10</sup> Blocked returns are commonly enforced by security actors on the ground, usually on the grounds of the IDPs families not possessing the required documentation (usually a security clearance) to leave the area if displacement or re-enter the area of origin. See IOM Iraq, [Protracted displacement in Iraq: Revisiting categories of return barriers](#) (Baghdad: IOM, 2021).

<sup>11</sup> IOM Iraq, *Tribal Justice Mechanisms and Durable Solutions for Families with a Perceived Affiliation to ISIS* (Baghdad: IOM, 2020).

<sup>12</sup> See Human Rights Watch, ["Iraq: Looting, Destruction by Forces Fighting ISIS"](#), 16 February 2017.

<sup>13</sup> Dr. Jacqueline Parry and Yousif Khalid Khoshnaw, with Dr. Siobhan O'Neil and Dr. Juan Armando Torres Munguia, "Supporting the Reintegration of Families with Perceived ISIL Affiliation in Iraq," forthcoming.

<sup>14</sup> <https://reliefweb.int/report/iraq/affiliated-isis-challenges-return-and-reintegration-women-and-children-enar>

<sup>15</sup> See, for example, CRU - The Hashd is dead, long live the Hashd - Fragmentation and consolidation - Nancy Ezzeddine, Matthias Sulz and Erwin van Veen; ICG - Iraq: Evading the Gathering Storm, Middle East Briefing N°70, Baghdad/Brussels, 29 August 2019; and LSE – Middle East Centre – Conflict Research Programme. Iraq Synthesis Paper Understanding the Drivers of Conflict in Iraq.

<sup>16</sup> Haley Bobseine, "Tribal Justice in a Fragile Iraq", *The Century Foundation Report*, [https://production-tcf.imgix.net/app/uploads/2019/11/08121945/tribal-justice\\_bobseinePDF.pdf](https://production-tcf.imgix.net/app/uploads/2019/11/08121945/tribal-justice_bobseinePDF.pdf)

The recent UNDP study “*Affiliated with Islamic State of Iraq and Syria (ISIS): Challenges for The Return and Reintegration of Women and Children*”<sup>17</sup> reviews various obstacles to the return of families perceived as associated with ISIS. It proposes measures to help overcome these difficulties, including gender-responsive recommendations. The study recommends the provision of protection and reintegration support for the displaced persons in general and families in particular inside the camps and during the return to their areas, and provide better basic services when they return to their communities of origin, such as access to food, education, health and mental health and psychosocial support, and economic opportunities, while implementing community integration programmes that ensure their return and ability to lead a normal life. It also recommends simplify administrative and legal procedures and enable women to obtain necessary documents, including for their children, to encourage their return and opportunities for local integration.

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### III. RATIONALE & RELEVANCE OF ACTION:

The Joint Screening Assessment conducted by the UN in Iraq indicated several unmet necessary conditions for peaceful return and reintegration of Iraqis from Al-Hol and potential for conflict recurrence. Perceptions surveys also provide insights into what community members consider to be necessary prior conditions to allow for the peaceful return and reintegration of Iraqis from Al-Hol. In general, communities with large numbers of victims of ISIL’s crimes feel that their demands for justice and compensation have not been fulfilled. At the same time, these communities fear that ISIL could resurge in Iraq and many view returnees with family ties to ISIL and others who are perceived as “collaborators” (e.g., who worked for ISIL in non-military roles or provided other material support) with suspicion and concern that they might support ISIL or other extremist groups in the future, perpetuating cycles of violence and conflict. As a result, communities are expressing demands that returnees undergo some form of behavioural and attitudinal intervention—usually described in terms of psychological or ideological “rehabilitation”—to demonstrate that they do not present a risk to communities and that they do not hold extremist beliefs. A perceptions survey conducted by UNDP in four communities in Ninewa, Anbar, and Salah al-Din asked residents, “Which of the following conditions do you believe that people with family ties to Daesh should fulfil before being allowed to return to their communities?” The most frequently selected conditions were “psychological rehabilitation” (75%, although the question did not provide details about the content of this program), followed by formal disavowal of the ISIL-affiliated family member in court (68%), and a public apology (59%). GoI’s current rehabilitation programming for returnees is considered inadequate as the government has only one MHPSS team, which lacks the capacity to provide rehabilitation services with J1. Most of the rehabilitation activities that were conducted in J1 are social activities with no in depth or trauma support. Additionally, there are no community-based rehabilitation centers that can provide such services. Therefore, it is important for GoI and the UN and partners to design and implement programs and interventions that are conflict-sensitive, meaning appropriate and effective in addressing the communities’ and returnees’ unmet grievances and needs that is age-appropriate, gender-sensitive, inclusive and complies with human rights conditions.

The project will address the challenges through the following interventions:

- Improve the capacity of the relevant national and local authorities and actors to support and facilitate the return and reintegration process and ensure safe return and stay, such as; i) relevant government authorities (e.g. Ministry of Health, Education, Labour and Social Affairs, Migration and Displacement, local security forces) to improve their capacity on mainstreaming the response to the needs of returnees and IDPs in their annual work plans and budgets, and also ii) community actors, like civil society organizations in charge of children rights, tribal leaders, local peace committees established by UNDP, among others.
- Support economic reintegration through livelihoods support package that includes vocational training and business development to the targeted group of Al Hol returnees and vulnerable community members of IDPs and other returnees.
- Provide Mental Health and Psychosocial Support Services (MHPSS) and Gender-Based Violence (GBV) services for Al Hol returnees and vulnerable community members, including children.

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<sup>17</sup> <https://reliefweb.int/report/iraq/affiliated-isis-challenges-return-and-reintegration-women-and-children-enar>

- Provide protection and legal services for children (e.g., legal support/birth registration).

In Iraq, a recently published UNICEF Report “25 years of children and armed conflict: Taking action to protect children in war”<sup>18</sup> highlights that Iraq is one of ten countries globally with the highest number of children allegedly associated with parties to conflict or suspected of national security charges in relation to armed conflict. Moreover, the Report highlights that children from poorer backgrounds, refugee and internally displaced children remain at heightened risk of grave violations, with boys most affected. Explosive remnants of war (ERW) are the leading cause of killing and maiming of children. In Addition, the Country Task Force for the Monitoring and Reporting Mechanism (CTFMR) verified 317 grave violations against 254 children (195 boys, 51 girls, 8 sex unknown) through the period 1 August 2019 to 30 June 2021. When perpetrators of grave violations could be identified, most violations were attributed to ISIL (65), with killing and maiming of children the most documented violation<sup>19</sup>. All three activities under Output (3): safe learning spaces and PSS; enhancing child rights capacity of CSOs and local authorities in their communities; and strengthening child rights awareness and legal support all contribute to Output 3.1: the protection of child rights among Iraqis returning from NES. Conflict affected children and young people have been exposed to protracted periods of conflict, which has a detrimental impact on children’s well-being, resilience, and mental health. Providing PSS to children and young people supports them to address traumatic events, build protective factors to enhance their resilience, and begin processing events. In addition, access to civil documentation is a core component of children’s reintegration to ensure they are able to access their rights, for example enrol in education. Strengthening the broader protective environment, by building capacities at both community and Federal level on child rights and legal support will prevent child protection concerns arising, strengthen children’s resilience, and ensure long-term sustainable reintegration. Combined, this contributes to Specific Objective 3: to enhance availability and accessibility to protection and legal services for children.

The situation in northeast Syria remains an urgent humanitarian, human rights and security crisis, with more than 59,000 individuals with perceived or actual ties to ISIL from Syria, Iraq, and more than 60 other countries, living in closed camps and detention facilities within AANES. Around 94 per cent of the Al Hol population are women and children<sup>20</sup>. Of those stranded in the camps of Al Hol and Al Roj are approximately 19,191 Iraqi children (comparable numbers of boys/girls) the majority of whom are under the age of 12 (77%), including 33% under the age of five<sup>21</sup>.

Urgent expansion and scale up of safe and sustainable community reintegration is required to respond to the needs of children and their families in their areas of return and promote stabilisation. Persons formerly associated with ISIL are at high risk of becoming a permanently stigmatized underclass in Iraq aggravated by unresolved ethnoreligious tensions, a lack of communal trust and weak governance<sup>22</sup>. Displaced women and children, including widows of ISIL combatants face additional challenges such as the threat of sexual exploitation and gender-based violence. Local conflicts, such as access to housing, land, and property as well as insecurity, crime and difficult inter-tribal relations further complicate the situation.

In April 2021, the Government of Iraq discussed the challenges and threats facing Iraqi families in Al Hol camp in Syria. Women and children are the majority of Al Hol people. They faced challenges, such as malnutrition, women are giving birth in unhealthy environment (tents)<sup>23</sup>, gender-based violence, and sexual violence. It was decided to take the necessary measures and arrangements for repatriating these families, which were estimated over 920 families; most of them are women and children less than 18 years old. A decision was issued to start working on repatriating the first batch of 500 Iraqi families and reintegrating them into their communities of origin through a Supreme Committee, headed by the Iraqi National Security Advisor, and with the membership of several relevant governmental and security organizations. Since May 2021, 4,322 boys, girls, men and women have been repatriated from NES to Jeddah 1 (J1) camp in Iraq (including 1,330 boys, 1,298 girl)<sup>24</sup>, of which more than 2,324 have left to the areas of return. While in J1, families receive assistance and services<sup>25</sup> that promote the recovery of returnees and prepare them for reintegration into their communities of return. While there is a formal process for return from Al Hol through J1, some returned through informal channels and the numbers

<sup>18</sup> UNICEF “25 years of children and armed conflict: Taking action to protect children in war”. June 2022. Available here: <https://www.unicef.org/reports/25-years-children-armed-conflict>

<sup>19</sup> United Nations Security Council, Report of the Secretary-General on Children and armed conflict in Iraq . 26 January 2022. Accessed here: <https://childrenandarmedconflict.un.org/document/report-of-the-secretary-general-on-children-and-armed-conflict-in-iraq-4/>

<sup>20</sup> UNICEF, “Highlights: Syrian Arab Republic,” (2021), <https://www.unicef.org/media/88291/file/2021-HAC-Syrian-Arab-Republic.pdf>, p. 2.

<sup>21</sup> According to data provided by Blumont, the NGO that manages the largest camp, in January 2022.

<sup>22</sup> United Nations, UNDP, C2RI Conflict Analysis, June 2022.

<sup>23</sup> <https://gh.bmi.com/content/5/7/e002491>

<sup>24</sup> United Nations, IOM, Jeddah 1 Dashboard, April 2022.

<sup>25</sup> Services include Registration, Education (formal and informal), protection, Gender-based violence response, visitors center, food security and livelihoods, legal support, WASH, child protection including psycho-social support, parenting programmes, mental health counselling services, health (vaccines: polio, measles, vitamin A, covid-19, malnutrition response).

are almost similar or more than those returned through the government formal process, like smuggling<sup>26</sup>. Informal returns are estimated to be comparable in number to formal returns, with women and children particularly vulnerable given reduced access to services<sup>27</sup>. These national efforts will continue to repatriate the remaining Iraqi families in Al Hol camp.

Numerous international organisations, including the United Nations, have asked the member states to take their responsibility and repatriate their respective citizens. To date, the repatriation has been slow and sometime conducted in a very secret manner as public opinion everywhere considers the Al Hol resident influenced by ISIL ideology hence dangerous to be reintegrated into society.

In addition, several international and national efforts were established to support the return and reintegration of Iraqis repatriated from the Al Hol camp. The joint scoping exercise in Iraq of the Global Framework for “All of UN” Support on Syria/Iraq Third Country National Returnees in the Iraq context and the decision of the Government of Iraq to bring back the Iraqi families are the flagships for supporting return and reintegration.

The UN is supporting the GoI in developing and promoting reintegration/reconciliation approaches of Al Hol returnees that are human rights based, age-appropriate and gender sensitive. In this context, 15 UN Agencies participated in developing the Global Framework for UN Support on Syria/Iraq Third Country National Returnees in 2020, recognizing that an ‘all-of-UN’ response is required to address the return and reintegration support for Iraqi displaced families perceived as affiliated with ISIL.

The Technical Coordination Committee (TCC), co-led by IOM and UNDP, was established in this context to enable technical-level coordination between the agencies participating in the “UN Joint Approach to Community-based reconciliation and reintegration of children, young people and adults formerly associated with ISIL” in framing a response to social cohesion barriers for the reintegration of these families including Al-Hol returnees<sup>28</sup>.

Following the Government of Iraq (GoI) decision in 2021 to repatriate Iraqis displaced from Al Hol Camp, and within the UN efforts to support the government through the implementation of the Global Framework for UN Support on Syria/Iraq Third Country National Returnees (“Global Framework”)<sup>29</sup> and as a result of the Global Framework Joint Scoping Exercise for Iraq, which was conducted in 2021 and identified the gaps and needed support for the government of Iraq to repatriate, rehabilitate and reintegrate Iraqis displaced from Al Hol Camp, and as a reflection of the Prosecution, Rehabilitation and Reintegration (PRR) Roundtables convened by IOM with the GoI<sup>30</sup>, a Technical Working Group (TWG) has been established in August 2022 to facilitate collaboration and coordination across and between the GoI and UN entities. Four Taskforces have been created under the TWG led by UN and government counterparts, namely: (1) Legal Protection for children; led by UNICEF, (2) Security and Accountability for adults; led by UNOCT, (3) Rehabilitation and Transitional Services; led by IOM, (4) Reintegration; led by UNDP. These taskforces will enable coordinated and integrated needed support while addressing cross-cutting issues.

#### IV. STRATEGY & THEORY OF CHANGE

Due to their unique mandates and strategic position at the forefront in supporting Iraqi governmental efforts in reintegrating ISIL-affiliated people, children, young people and adults, UNDP Iraq, UNICEF Iraq, and HD Centre proposes to establish an 18 month Joint Programme “Community-Based Reconciliation and Reintegration in Iraq (C2RI) to enhance the community-readiness of facilitating the return of Al-Hol residents in the targeted communities, with a particular focus on vulnerable groups such as children, women and young adults with ISIL-affiliation. The project locations (3 to 4 sub districts) will be selected in the Governorates of Anbar, Ninewa, and Salah al-Din based on return information provided by the government upon registration in Jeddah 1 Camp and through consultation with local government authorities/local peace committees in communities of return (potential areas according to highest rate of return until now are Qaim, Heet, Ramadi in Anbar, Shirqat, Balad, Tekrit and Beji in Salahedin, Mosul, Tlifar, Rabeea and Baaj in Ninawa).

<sup>26</sup> Summary of Unmet Needs, Gaps, and Implications for All-of-UN Response and Engagement with GoI and Support for Iraqi Nationals Returning from Syria, IOM and United Nations Office of Counter-Terrorism, 2022.

<sup>27</sup> They may experience reduced access to basic services (GBV, food, shelter, WASH) and reintegration services (education, civil documentation, livelihoods, social work follow up).

<sup>28</sup> Terms of Reference, Technical Coordination Committee for the protection, prosecution, rehabilitation, and reintegration of men, women, boys and girls with a former or perceived association with ISIL.

<sup>29</sup> The Global Framework for UN Support on Syria/Iraq Third Country National Returnees (“Global Framework”) articulates the principles and minimum conditions, governance, funding arrangements and programmatic direction and activities for the provision of support for the protection, repatriation, prosecution, rehabilitation, and reintegration of foreign nationals returning from Syria and Iraq, who may have alleged or actual links or family ties to designated terrorist groups.

<sup>30</sup> In 2022, IOM and the International Centre for Counterterrorism (ICCT) organized four roundtables on Prosecution, Rehabilitation and Reintegration (PRR) in partnership with Iraq’s National Security Advisory.

This project is a response to the Joint Scoping Exercise within the UN Global Framework for Iraqi Returnees from Syria and builds on existing GoI-led efforts to repatriate its nationals from North-East Syria. It will be implemented in partnership with the GoI to ensure institutionalisation of best practices and support the national and local partners to strengthen their capacities in advancing the reintegration process while supporting socio-economic reintegration for the vulnerable and at-risk people and ensuring protection for children and adherence to international humanitarian and human rights.

The overall objective, specific objective and expected outputs of this project are as follows:

**Overall Objective:** address the reintegration needs of vulnerable children, young persons, adults, and other stigmatized groups such as families with perceived ISIL-affiliation returning to Iraq from NES, as well as of conflict-affected host community members.

Specific Objective (1):	Specific Objective (2):	Specific Objective (3):
Support national and local authorities and communities to enhance community acceptance of the returnees, including ISIL-perceived families.	Promote socio-economic reintegration of the most vulnerable and at-risk people	Enhance availability and accessibility to protection and legal services for children.

<b>Output 1.1:</b> Facilitation of the return of displaced person to Iraq, including ISIL-perceived families, is fostered through dialogues and social cohesion interventions.	<b>Output 2.1:</b> Families perceived to be affiliated with ISIL/ returning from NES, as well as community members in areas of return received reintegration support.	<b>Output 3.1:</b> The protection of child rights, including legal rights, among repatriated Iraqis improved.
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<p><b>Activity 1.1.1</b> Carry out stakeholders mapping and gender-sensitive conflict analysis and assessment needed for evidence-based and conflict-sensitive interventions.</p> <p><b>Activity 1.1.2</b> Carry out field missions in communities where previous return movements from Jeddah 1 have taken place, to assess the level of cohesion and integration, and to address challenges faced by returnees.</p> <p><b>Activity 1.1.3</b> Convene bilateral discussions with PMO, local and governorate level leaders, security apparatuses to support the return of displaced persons from Jeddah 1.</p> <p><b>Activity 1.1.4</b> Organise five to ten rounds of dialogue in western areas with the PMO, local and governorate level leaders, Iraqi civilians and those perceived to be "ISIL families". HD will mediate with local tribal leaders and local security forces to ensure safe return and stay. The format of the rounds of dialogue will be adapted to the needs of each return community.</p>	<p><b>Activity 2.1.1:</b> Conduct and/or update assessments, such as labour market assessments and MHPSS mapping, needs assessments to inform project planning and implementation.</p> <p><b>Activity 2.1.2:</b> Support socio-economic integration people-at-risk of exclusion and marginalization through inclusive livelihoods including through rehabilitation of community infrastructure.</p> <p><b>Activity 2.1.3:</b> Provide targeted and specialised health, including mental health, psychosocial support, and GBV services for people at risk.</p> <p><b>Activity 2.1.4:</b> Rehabilitate a community-based center to provide MHPSS service.</p> <p><b>Activity 2.1.5:</b> Provide capacity development on reintegration processes and approaches to national local authorities involved in the return and reintegration of persons from NES.</p>	<p><b>Activity 3.1</b> Provide safe learning spaces and psycho-social support to 8,880 children (4,440 boys, 4,440 girls), including equipment as necessary.</p> <p><b>Activity 3.2</b> Enhance the capacities of local authorities and civil society organisations to act as first responders for child rights issues in their communities (290 individuals including 145 men, 145 women).</p> <p><b>Activity 3.3</b> Strengthen the awareness of child rights and increase the availability of, and access to, legal support for 300 children (150 boys, 150 girls).</p>
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The **solution pathway** followed by the project is thus to address the reintegration needs of vulnerable children, young persons, adults and other stigmatized groups such as families with perceived ISIL-affiliation returning to Iraq from NES, as well as of conflict-affected host community members. The project will support both groups in accessing their rights, and in strengthening their ability to meaningfully contribute to community stability and development, promote social cohesion of communities affected by conflict and displacement.

This will be attained through applying a **three-pronged approach**, which will consist of evidence-based support and gender-sensitive activities; **i) at the individual level**, ISIL-affiliated people, community members) to enable them for sustainable socio-economic reintegration and children of ISIL-affiliated families and returnees from Al Hol to receive enhanced access and available legal and protection services, **ii) at the community level** to increase community acceptance and preparedness in the selected areas for taking the lead in facilitating the return and reintegration of children, women, young people and adults formerly associated with ISIL, while involving religious, tribal, and community leaders and activists and **iii) at the institutional level** (local and national authorities) to build and strengthen corporate and individual capacity and improve governance structures, policies, and strategies for enhanced return and reintegration, while taking women and girls needs into consideration. The project will also apply an **area-based approach** through which close coordination with national and local efforts of relevant stakeholders and UNDP-implemented interventions, specifically a) reconciliation and reintegration programmes and b) existing PVE, social cohesion, stabilization, recovery, and development programmes will be mainstreamed.

**The three outputs will contribute to the achievement of the overall objective.** The Output (1) support to further understand the issues faced by the IDPs, returnees, and communities where return has taken place or is expected. In addition, it will assess the risks and conflicts as well as grievances in each community of interventions. These will pave the way for designing and implementing dialogues to facilitate sustainable agreements for return and reintegration to take place. Output (3) will support the return and reintegration process through providing the returnees, including Al Hol returnees, and community members with socio-economic reintegration support (vocational training and business support, MHSP). In addition, the Output (2) will address the reintegration through improving the capacity of basic service providers (e.g. health and education) and government authorities (e.g. Ministry of Migration and Displacement and Office of National Security Advisor) to enhance coordination mechanisms for return and reintegration process at the local community level in the targeted areas. The Output (3) will enhance availability and accessibility to protection and legal services for children returning from NES. It will work on improving child rights capacity of CSOs and local authorities in their communities; and strengthening child rights awareness and legal support. Providing PSS and civil documentation support are core components of children's reintegration to ensure they can access to their rights, for example education. Strengthening the broader protective environment, by building capacities at both community and Federal level on child rights and legal support will prevent child protection concerns arising, strengthen children's resilience, and ensuring long-term sustainable reintegration.

Approaches addressing the protection and reintegration needs of returning children and their families, will benefit vulnerable children in the broader communities of return, in line with the Paris Principles (2007)<sup>31</sup>, including access to legal assistance and civil documentation, child protection, formal and informal education, mental health and psychosocial support (MHPSS), health, WASH, social protection, vocational training, and other services. Poverty is cited as the primary reason for both children (42%) and adults (54%) joining armed groups in Iraq<sup>32</sup>, while barriers for reintegration include social, economic and educational exclusion, in addition to the risk of violent retaliation<sup>33</sup>.

**The project assumes** that if ISIL-affiliated people, vulnerable community members and their communities of origin receive the necessary reintegration support, including livelihoods, MHPSS, child protection, state and community coordination to facilitate reintegration process, and capacity building for relevant national and sub-national authorities, this would gradually ensure their sustainable reintegration into their communities of origin and purpose as a contributing member of the community; becoming agents of development and social cohesion and eventually reducing the risk of turning to violent actions.

The project plans to support and capacitate the GoI and local authorities. This contributes to the overall objective. Through Output (1), the project will bring non-state actors to the table and provide them with an opportunity to build channels with state structures. Return work is carried out in support to the Prime

<sup>31</sup> The Paris Principles, (February 2007). Accessed at [https://childrenandarmedconflict.un.org/publications/ParisPrinciples\\_EN.pdf](https://childrenandarmedconflict.un.org/publications/ParisPrinciples_EN.pdf) on 30 May 2022.

<sup>32</sup> UNICEF, "Highlights: Syrian Arab Republic," (2021). <https://www.unicef.org/media/88291/file/2021-HAC-Syrian-Arab-Republic.pdf>, p. 2.

<sup>33</sup> According to data provided by Blumont, the NGO that manages the largest camp, in January 2022.

Minister's Office (PMO), and specifically to its Commission for Dialogue and Social Peace. The Output (1) will not only build connections between the IDPs and local communities and the PMO, but also support the state in exploring solutions to bottlenecks in its systems. The Output (2) will improve the capacity of the national and local authorities on i) how to identify, prioritize, and mainstream response to the needs of returnees, including Al Hol returnees, in their local plans and ii) coordinate reintegration interventions in a targeted area. This will contribute to the overall objective in terms of enhancing capacity of the key authorities (e.g. Ministry of Education, Health, Labour, Migration) to facilitate the return and reintegration process to ensure safe return and stay. The capacity building component under Output (3) will include enhancing the capacities of local authorities and civil society organisations to act as first responder for child rights issues in their communities. In addition, strengthening the awareness of child rights and increasing the availability of, and access to, legal support. The project will provide capacity building support and awareness raising training to the Department of Civil Documentation within the Ministry of Interior (MoI)- at Federal Level. This contributes to the overall objective given that civil documentation is a key component of successful reintegration, and the majority of children returning from NES do not have civil documentation.

**Crosscutting issues** that will be mainstreamed across all activities under this project are, mainly: (1) gender equality and mainstreaming, (2) conflict-sensitive and Do-No-Harm approach, (3) participatory, community-based approach, and human-rights based approach. This will be ensured through a Gender Sensitive Conflict Analysis. This will ensure an examination of how harmful gender norms fuel not just gender inequality but also conflict, broader discrimination, exclusion, and violence. It highlights how different types of violence, including economic violence, gender-based violence affects the targeted geographical locations where reintegration of ISIL affiliated persons, including returnees from Al Hol, will occur. This is more necessary given the percentage of ISIL affiliated returnees who are women and girls.

With ISIL-affiliated people and returnees being the right-holders in this project, it is the responsibility of the government and local authorities, as duty bearer to facilitate the return and reintegration of persons perceived to be formerly associated with ISIL/children and families returning from Al Hol Camp, as well as help address challenges faced by returnees who are beginning their reintegration process. This is also attainable through direct engagement of the local community structures and leaders who play a vital role in the return and reintegration process. The project will also ensure providing support to the People with Disability (PWD) through targeting a minimum of participation rate in the project activities of at least 5%.

Throughout the project, UNDP, UNICEF, and HD will strive to engage the targeted communities, through regular discussions, roundtables, engagement of community groups and civil society to overcome harmful gender norms and practices and create an opportunity of inclusive growth and development through all three outputs detailed below. Finally, the project will ensure appropriate use of human rights due diligence methods to strengthen reintegration and thus reduce any harm to targeted communities.

The project will give due attention to women participation by applying different community engagement tools, such as conducting women consultation sessions to ensure women and their families are part of the project design and implementation. The project will aim to target women participation of around 40%, 30% youth within the age group (18 – 29 years), and 5% People with disabilities.

### ***Promoting Gender Equality:***

The project will involve women-serving organizations, CBOs, local peace mechanisms and women peace groups in reconciliation, social cohesion and other reintegration and community readiness activities. Women groups will be the engines for peace and reconciliation efforts. The project will base its activity design on an initial gender sensitive conflict analysis of the host communities where reintegration will take place. These will be carried out for each community during implementation.

Gender considerations, in particular prevention of GBV and empowerment of adolescent girls, will be mainstreamed and integrated into both this reintegration programme and operations as per UNICEF Iraq's Gender Equality Strategy, UNICEF's Gender Action Plan 2022-25, operationalising UNICEF's Gender Policy 2021-2030, and in complementarity with UNICEF's Strategic Plan and Country Programme 2020-2024.

The uniqueness of women and girls' experiences in the ISIL conflict, including the specific risks they faced, their agency (or the lack of it), and the importance of girls' participation and empowerment will be incorporated in the design of this sex and age sensitive reintegration programme for children

perceived to be associated with armed forces and armed groups (CAAFAG), also captured in the Girls Associated with Armed Forces and Armed Groups (GAAFAG) Technical Note supported by UNICEF. Of those stranded in the camps of Al Hol and Al Roj are approximately 19,191 Iraqi children, the majority of whom are under the age of 12 (77%)<sup>34</sup>. Girls may have played support roles during the conflict, including cook, porter, “wife” or informant, and moreover, association with an armed group or armed force can carry significant amounts of stigma, particularly for girls<sup>35[2]</sup>

Women and girls, returning from NES to Iraq will be subject to an initial risk and threat assessment by the GOI. While at this point, UNICEF and UNDP do not have full information of these assessments, both organizations will continue to advocate for such assessments to identify victims of the conflict and extend adequate protections to them. Additionally, the project will undertake dedicated vulnerability assessments for those arriving in Iraqi camps and detention facilities to adequately respond & extend support prior to as well as during their reintegration into host communities. The availability and strengthening of Protection Against Sexual Exploitation and Abuse (PSEA) initiatives will be prioritised throughout this project at all camp sites.

Similarly, UNICEF and UNDP will work to advocate against the burden of proof of innocence placed on young men and boys, who are automatically considered to be voluntarily affiliated and prosecuted for terrorist offences and crimes from among the returnees. UNICEF and UNDP will work with the High Judicial Council to identify juveniles held in custody without adequate evidence & corroboration, for release from undertrial detentions.

In Iraq, women and girls experience high levels of GBV including sexual violence, child marriage and honour crimes, particularly those from diverse religious and ethnic minority backgrounds. Iraq ranks 154/156 on the Gender Equality Index, highlighting disparities in dimensions including health, empowerment, and labour. The child marriage rate of 27.9% of women married before the age of 18<sup>36</sup> highlights the protective role of education in preventing child protection risks, which is a core focus within reintegration programming. There are 950,000 women and girls in conflict affected areas in need of GBV services<sup>37</sup>, which will also be provided for returning women and children as part of a holistic package of support, while continuing to engage men and boys as allies and agents of change. UNDP is additionally working on SGBV prevention, reporting and protection mechanisms with Iraqi local police and will prioritise areas of return for capacity building. Women and girls who are identified as witnesses by Iraqi officials shall be supported to apply for specific witness protection needs in accordance with Law no. 58 of 2017, where appropriate.

Women play a pivotal role in conflict prevention, conflict resolution and post-conflict state building and will be engaged through Local Peace Committees and Child Protection Committees. The Local Peace Committees (LPCs), which were established by UNDP starting from 2018, is comprised of members from different community segments (e.g. mayor, mukhtar, tribal leaders among others). The LPCs are responsible for facilitating the return and reintegration process. They received capacity building through UNDP on different topics, such as negotiation skills, leadership skills, community needs identification and prioritization, awareness raising on reintegration processes and strategies and MHPSS support. The project will also promote and protect women’s and girl’s human rights, gender equality and empowerment. This specifically includes the need to assist vulnerable women and girls in their access to valid documentation, especially through the support of the host communities, where appropriate. Access to livelihoods through vocational trainings, particularly for single female headed households with younger children will be delivered to enhance women’s participation in the labour force. In Iraq, women are more likely to face employment barriers, work part time or less stable jobs, and according to social norms are considered responsible for the care of household dependents<sup>38</sup>. This is particularly acute in conflict affected countries, including Iraq. Girls will also be empowered through back-to-school support, psycho-social support, and reproductive health awareness to enhance their resilience and mitigate the risk of child marriage. Men and boys, including religious leaders and community leaders, will be involved as allies and agents of change to support the realization of gender sensitive, and gender transformative reintegration programming.

<sup>34</sup> UNICEF, “Highlights: Syrian Arab Republic,” (2021), <https://www.unicef.org/media/88291/file/2021-HAC-Syrian-Arab-Republic.pdf>, p. 2.

<sup>35</sup> UNICEF supported Girls Associated with Armed Forces and Armed Groups Technical Note, (December 2020). Accessed here [https://alliancecpa.org/en/system/tdf/library/attachments/tn\\_gaafag\\_eng.pdf?file=1&type=node&id=41543](https://alliancecpa.org/en/system/tdf/library/attachments/tn_gaafag_eng.pdf?file=1&type=node&id=41543) on 30 May 2022.

<sup>36</sup> UNICEF Iraq, Multi-Indicator Cluster Survey. Accessed here: <https://www.unicef.org/iraq/reports/2018-multiple-indicator-cluster-survey-mics6-briefing> on 30 May 2022.

<sup>37</sup> UNICEF Iraq, GBV Strategy (2022).

<sup>38</sup> UNICEF, Situational Analysis of Women and Girls in MENA and Arab States Region. January 2021.

## V. LESSONS LEARNED AND COMPLEMENTARITY:

UNDP, UNICEF, and HD will work jointly in this project “Strengthening localized reconciliation and reintegration of children, young people and adults from NE Syria”, bringing a wide-ranging experience and unique mandates to address the increasing needs for the rehabilitation and reintegration of children, young persons and adults returning from NES to Iraq.

Since 2017, the **European Union** has a CSDP Mission in Iraq that focuses on Civilian SSR. The mission has been working with its Iraqi counterparts on PVE and CVE since its start. The mission has far-reaching collaborations in several areas including CVE and PVE with the counterparts mentioned in the document, preferably MOI and ONSA. The project will be implemented in close coordination with the relevant EU actors, in particular the CSDP Mission and EUDEL.

The proposed project is aligned with the EU Strategy for Iraq<sup>39</sup>. It highlights that one of the EU's core objectives in Iraq is to facilitate the safe, informed voluntary, and dignified return of displaced people, including minority groups, to reintegrate them into communities of origin. The strategy also supports the restoration of key public services, livelihoods as a source of income to returning households, capacity building of local actors and community engagement, and community reconciliation through mediation and dialogue as an essential entry point for inclusive stabilization support. In addition, the proposed project is in harmony with the EU regional strategy for Syria and Iraq as well as the Da'esh threat<sup>40</sup> that underlines that it is essential to link short-term humanitarian assistance with long-term support to displaced people, especially children, and young people, to promote post-conflict reintegration and development as means to counter potential radicalization and violence

Since October 2021, **UNDP Iraq** has supported the return and reintegration of 4,000 perceived ISIL affiliated families in Ninewa, Salah al-Din and Al-Anbar Governorates (many from Al-Hol) by enhancing the community readiness of and fostering dialogue within the four target communities of Al Qa'im, Habbaniyah, Muhalabiya, and Tuz Khurmatu through tailored MHPSS, livelihoods, PVE and infrastructure rehabilitation programme interventions through its “Community-based Reconciliation & Reintegration in Iraq” (C2RI) project. UNDP Iraq is thus not only the largest reintegration actor in ISIL-liberated communities of return and has specified experience in the implementation of large-scale multisectoral programmes targeting Al-Hol returnees but can also leverage from the biggest network of local/communal peace structures/support networks in Iraq (28 Local Peace Committees, 10 Youth and Women Peace Groups, 450 Religious Leaders) which it has helped establish. UNDP through other UN agencies is working to support the national MHPSS teams and build up their capacities to be able to deliver rehabilitation services within J1 and at the community level.

UNDP Strategic Plan 2022 – 2025 supports the countries through three directions of change; i) Structural transformation, including green, inclusive and digital transitions, working with countries beyond solving immediate development challenges to supporting change in the underlying systems and structures that shape a country's development, ii) Leaving no one behind, a rights-based approach centred on empowerment, inclusion, equity, human agency and human development capabilities which recognizes that poverty and inequality are multidimensional, and iii) Building resilience, strengthening the capacity of countries, institutions and people to prevent, mitigate and respond to diverse risks including crisis, conflict, natural disasters, climate and social and economic shocks. The proposed project is in harmony with the UNDP strategic plan's results; Result 1.3: Access to basic services and financial and non-financial assets and services improved to support productive capacities for sustainable livelihoods and jobs to achieve prosperity, Result 3.2: Capacities for conflict prevention and peacebuilding strengthened at regional, national and sub-national levels and across borders, and Result 6.3: National capacities to prevent and respond to gender-based violence (GBV) and address harmful gender social norms strengthened, including in crisis contexts.

Being present in Iraq since 1984, **UNICEF Iraq** has played a pivotal role in supporting the Government of Iraq in realising the rights of all Iraq's children to survival, development, protection and participation through its wide-ranging experience in child protection, education and excellent network in camps across Iraq, particularly also in Jedah 1 Camp. UNICEF-led reintegration programming in Iraq focusses thereby on addressing the holistic needs of boys and girls by: 1.) developing tailored MHPSS and GBV responses to improve the physical and mental health of children affected by armed conflict, 2.) providing formal, informal and accelerated education and learning options, 3.) initiating vocational training for

<sup>39</sup> [https://www.eas.europa.eu/sites/default/files/inline-2018\\_1\\_f1\\_communication\\_from\\_commission\\_to\\_inst\\_en\\_v2\\_p1\\_961709.pdf](https://www.eas.europa.eu/sites/default/files/inline-2018_1_f1_communication_from_commission_to_inst_en_v2_p1_961709.pdf)

<sup>40</sup> [united \(europa.eu\)](#)

older children or caregivers of younger children to provide livelihoods and economic opportunity, 4.) facilitating access to birth registration/other relevant documentation and 5.) coordinating social work services including family-based care. This is implemented alongside technical capacity building of relevant Government Ministries and local Child Protection Committees (CPCs) to strengthen institutional capacity.

UNICEF-led reintegration programming in Iraq focuses on addressing the holistic needs of boys and girls, as well as their communities to promote social cohesion, and prevent recruitment into armed groups. Programmatic components address the physical and mental health of children affected by armed conflict- including GBV response particularly for women and girls, educational needs- including formal, informal and accelerated learning options, vocational training for older children or caregivers of younger children to provide livelihoods and economic opportunity, and broader community strengthening initiatives to reduce stigma, increase acceptance and enhance social cohesion. This is implemented alongside technical capacity building of relevant Government Ministries, to strengthen institutional capacity.

The **Centre for Humanitarian Dialogue (HD)** has been active in the Middle East region since 2008 and established an unparalleled network across the region's geographic and political divides. HD also has a strong high-level network regionally and internationally. HD has unique and privileged access to Iraqi political, military and community leaders inside Iraq and in neighbouring countries. HD's access also extends to the highest echelons of Iraq's Government and to officials in neighbouring countries who work on the Iraq file.

HD has a strong reputation for, and experience in, conducting discreet and confidential dialogue processes. The HD Centre has an unparalleled network of contacts, including inside Iraq. The HD Centre established a dialogue process among Iraqi actors in 2016 and has subsequently maintained and strengthened it. The organisation also has strong institutional knowledge of the region.

HD organised many rounds of dialogue in Anbar, Salaheddin and Ninewa and has addressed the issue of return of 'ISIL families' in difficult areas such as Toz Khormato. This has led to agreements with local communities, State institutions and security forces on modalities of return including the streamlining of security vetting, and guarantees for the security of returnees. Thousands of IDPs have returned as a result. One example of agreements reached was in Anbar in 2018 when HD was able to mediate the opening of a barricade in the centre of Anbar which had drastically reduced mobility and return.

Thanks to its agile structure and mode of operation, HD is able to be present in the field rather fast and with little restriction on staff. This allows HD to carry out with ease field visits for purposes of needs assessments, monitoring and evaluation.

The HD Centre's mediation and dialogue initiatives at the local level, bringing together governorate, tribal and government representation to the same table will allow for agreements that are tailor-made to the return community's concerns and grievances with State institution guarantees. This will provide the groundwork for smooth returns and reintegration programmes provided by both UNDP and UNICEF. UN support to reintegration is critical at this stage given the anticipated increase in number and complexity of the returnees' caseload taking into consideration that the majority are children and women, and that Iraq is one of ten countries globally, with the highest number of children allegedly associated with parties to conflict or suspected of national security charges in relation to armed conflict.

***The project will follow a collective approach for the implementation and achievement of results.***

While each organization will be responsible for specific activities based on its comparative advantage, UNDP will lead the management and coordination among the three organizations (UNDP, UNICEF, and HD) to ensure complementarity of the activities and results. The improvement of child rights protection, which will be led by UNICEF, will be integrated into the other outputs and activities to be implemented by UNDP and HD, such as socio-economic reintegration and MHPSS support activities and facilitation of return of displaced people from Jaddaa 1. UNDP, as a lead organization, will work with UNICEF and HD on mainstreaming the conflict and gender-sensitive approaches throughout all three outputs. The capacity building support to the national and sub-national authorities involved in the reintegration of returnees will be provided in an integrated manner by the three organization. The community acceptance of returnees, conflict resolution, social cohesion, and child rights protection are examples of capacity building topics that might be integrated into all outputs under this project.

## VI. SUSTAINABILITY AND SCALING UP

The project approach aims to bring changes and create sustainable reintegration through pre-identified interventions that will target individuals, communities, and sub-national and national institutions. The project will also ensure mainstreaming the engagement of the key stakeholders, including the Local Peace Committees, government authorities, CBOs, and like-minded partners, NGOs/CBOs, including women organizations, and networks to ensure a more sustainable reintegration and better upscaling, to pave the way for sustainable reintegration and support for the targeted groups and communities. The project will provide capacity building and technical assistance to the relevant organizations to reinforce the institutional and staff capacity of the relevant governmental organizations for enhancing planning, implementation, and monitoring policy as well as to the local partners to lead the community-based reintegration initiatives. The design of economic reintegration support will be demand-driven and responsive to market needs to ensure sustainable livelihoods, while integrating psychosocial support. The targeted beneficiaries might struggle to cope with ongoing mental and psychosocial stressors. People who are experiencing distress are usually unable to successfully take advantage of the livelihoods and economic reintegration programmes. However, once their psychological needs were met, they became able to engage in the economic sphere of life at large.

The project will also capitalize on UNDP, UNICEF, and HD's experience in supporting return, reintegration, and social cohesion at both national and local community levels. The project will support ISIL-affiliated individuals, including returnees from Al Hol camp, and communities of IDPs and other returnees for sustainable reintegration and return.

UNDP, UNICEF, and HD will continue seeking additional funds to scale up the project by capitalizing on evidence-based results that are realized through existing projects and this new project. UNDP is currently co-leading a Reintegration Taskforce, with the national government. This coordination mechanism will be a base for leveraging further funding, such as bilateral meetings to promote this approach and understand donors' priorities.

## VII. EXPECTED OUTPUTS AND INDICATIVE ACTIVITIES

The project is expected to achieve the following outputs and activities to achieve the overall and specific objectives mentioned earlier:

**Output 1:** Facilitation of the return of displaced person to Iraq, including ISIL-perceived families, is fostered through dialogues and social cohesion interventions.

**Activity 1.1** Carry out stakeholders mapping and gender-sensitive conflict analysis and assessment needed for evidence-based and conflict-sensitive interventions.

**Activity 1.2** Carry out field missions in communities where previous return movements from Jeddah 1 have taken place, to assess the level of cohesion and integration, and to address challenges faced by returnees.

**Activity 1.3** Convene bilateral discussions with PMO, local and governorate level leaders, security apparatuses to support the return of displaced persons from Jeddah 1.

**Activity 1.4** Organise six to ten rounds of dialogue in western areas with the PMO, local and governorate level leaders, Iraqi civilians and those perceived to be "ISIL families". HD will mediate with local tribal leaders and local security forces to ensure safe return and stay. The format of the rounds of dialogue will be adapted to the needs of each return community.

To implement this specific output, UNDP will enter into a partnership with Centre for Humanitarian Dialogue (HD). This output will focus on preparing the community for the return and reintegration of persons perceived to be formerly associated with ISIL/ children and families returning from NES, as well as help address challenges faced by returnees who are beginning their reintegration process.

Return agreements are coordinated with the key stakeholders, including PMO's Commission for Dialogue and Social Peace, Local Leaders, among others. Each of these is mandated by the state to carry out a particular part of the return process. Based on previous experience, HD was able to influence bureaucratic bottlenecks such as in the case of security vetting. In addition, HD has an agreement with the National Security Advisor to work on returns and identify gaps and ways to improve the system. HD has also cooperated closely with the current minister of interior when he held various senior positions

in the army. In the past, when necessary, HD also cooperated with senior officials in security apparatuses. This is a must given that return depends on security vetting. While in certain instances, the process is slow, the security apparatuses usually have the capacity to get accurate information but need streamlining, something HD has previously contributed to. Likewise, separate from officials in the center, HD has worked with provincial level officials in Anbar, Salahedin and Ninawa including governors, advisors to governors, local security, army, intelligence and PMF officials, heads of districts and mayors. While these stakeholders' capacities are of varying levels, it is important to include them as many of them are gatekeepers for return community buy-in. They do generally have the capacity to secure the community's acceptance by voicing its demands in the rounds of dialogue that HD organizes. HD has also worked with members of parliament, provincial councils, tribal leaders and other relevant influential elders in Baghdad. All these nodes have been helpful in HD's past work on returns, depending on the specific local dynamics and concerns. At a minimum, HD will reach understandings with them and reassure them so that they do not act as spoilers. In addition, HD will have meetings with Baghdad level officials to discuss ways to expedite the process and call to their attention problems HD staff has identified in the field. The majority of the work will focus on local stakeholders, because they are both the most impacted and the most capable of obstructing the process or facilitating the absorption of returnees.

During the initial duration of the project, HD was able to implement its planned activities at the expected pace. However, based on the missions carried out in Anbar, Salaheddin and Ninawa, it is clear that HD can carry out more of the same mediation work it has been implementing since January 2024 given the plethora of issues preventing return. For example, HD dedicated one of the rounds of dialogue it has organized on an issue that impacts returns throughout the provinces liberated from ISIL, and mediated a State based solution around the compensation file. Leaders of communities who were victims of ISIL considered that they were not compensated for their grievances causing reluctance to accept returns from Jadaa. HD also organized a round of dialogue addressing grievances in Anbar in the presence of ONSA but is also planning a round of dialogue to mediate issues in Haditha specifically as the Jaghayfa tribe has been more adamant than others to accept returns. Another issue HD zoomed in on was the exploitation faced by returning women headed households in Anbar for which it organized a restricted meeting between women community leaders and a female official at the PMO. The many challenges identified during the assessments and visits carried out will allow HD to contextualize further its mediation work and follow up on the work already done.

Similar efforts by HD have in the past led to agreements on the return of displaced persons in governorates liberated from ISIL. HD will support the Iraqi government to attain similar successful results in communities of return where J1 IDPs are from. Building on its experience in the liberated areas of west Iraq, HD will mediate with local tribal leaders and holding forces for the safe return of these families.

Since the beginning of HD's engagement in Iraq in 2016, HD has made a privileged mediation partner of the Iraqi government. The Prime Minister's Office has requested that HD be its partner in local reconciliations and other initiatives falling under the responsibility of the Commission for Dialogue and Social Peace. HD is committed to continuing and strengthen this partnership with the new PM and the new head of the Commission with whom HD had previously worked very closely, Jaafar Hussein. In addition, HD has created strong partnership with political parties, security actors as well as civic society groups. HD's approach is to support dialogue between the Iraqi government and its citizens, with citizens and their neighbours, on specific issues such as security vetting, compensations, access to agricultural lands, tribal feuds, not on identity politics. HD's reconciliation work in Iraq means enabling the Iraqi state and society to have the mutual accountability and capacity to address and mitigate the main drivers of violent conflict and supporting the establishment of conditions to reinforce the legitimacy of the social contract and foster long-term economic development.

HD has been engaged in negotiating and facilitating returns to areas freed from ISIL since 2016. This process began in Abu Ghraib areas and parts of west Baghdad and the Anbar perimeter where the recalcitrant Zawba tribe was dominant. Prior to any agreements, HD consulted with what can be described as the Shia deep state, or the array of political, social, religious and security forces who officially or unofficially determine policy in the country on strategic issues. They needed to be reassured that HD, did not have an agenda that might threaten them, such as returning Baath party officials or returning members of ISIL. Obstacles to the Abu Ghraib agreement included the need to persuade security forces to remove unexploded ordinances from an area they perceived as hostile, the need to persuade the government to meet with leaders of a tribe they considered hostile, and the need to persuade members of the tribe that it was safe to cooperate with the government. The result was the

return of tens of thousands of people to an area that had once been perceived as pro al Qaeda and pro ISIL. There were also political obstacles in that returns are politicized in Iraq with some leaders taking advantage of, or blocking returns depending on their political interests. Other agreements took place in various towns in Ninawa, Anbar and Salahedin. HD always followed an approach that included the aggrieved population, meaning those who had not joined ISIL or had even fought ISIL or felt victimized by it. Regardless of what agreements might be struck with central authorities in Baghdad or in provincial capitals or with security officials, it is the locals who are present at night and can block returns, or violently attack returnees, if their concerns are not taken into consideration and crucially if their grievances are not acknowledged. This town-by-town approach assured that the specificities of each locality were addressed. In each event, HD also included representatives of the local government, local security forces, and often senior officials as well. The aggrieved communities were sometimes Sunni and sometimes Shia. Sometimes, the displaced were innocent and feared persecution while other times they were associated with families or clans that had joined ISIL and thus were perceived as a threat. There were concerns about security forces extorting from returnees to grant them security permits as well as aggrieved tribal members extorting blood money from them even after the tribe had paid the traditional compensation. This was the key lesson HD took away from these experiences and hopes to apply to the Jadaa returnees, to keep it as local as possible. This prevents any acts of violence or politicization or media manipulation in the volatile Iraqi environment where social media can lead to national scandals or killings. HD has succeeded in facilitating the returns of tens of thousands of people in four provinces and in helping to normalize the idea of returns by this inclusive approach, making sure that victims of ISIL are taken into account, as well as security forces, local and central government officials, tribal leaders, and relevant politicians.

**Output 2:** Families perceived to be affiliated with ISIL/ returning from NES, as well as community members in areas of return received reintegration support.

**Activity 2.1:** Conduct and/or update 4 assessments, such as labour market assessments and MHPSS mapping and needs assessments, to inform project planning and implementation.

**Activity 2.2:** Support socio-economic integration for 600 people-at-risk (360 men, 240 women) of exclusion and marginalization through inclusive livelihoods.

**Activity 2.3:** Provide targeted and specialised health, including mental health, psychosocial support, and GBV services for 600 people at risk (360 men, 240 women)

**Activity 2.4:** Rehabilitate a community-based center to provide MHPSS service.

**Activity 2.5:** Provide capacity development support to 5 national and local authorities involved in the return and reintegration of persons from NES.

UNDP will adopt direct implementation modality; accordingly, UNDP is the implementing partner and may extend the reach and effectiveness of this project through (I)NGOs engagement as a responsible partner. As Responsible Parties (RP), whereby the (I)NGO is responsible for the implementation of project activities or specific components of a project, including the provision of specific inputs and/or delivery of agreed outputs. RPs receive funding against the achievement of milestones or the provision of goods and services under the specific components of the project and may receive advanced funds as per the applicable Financial Regulations and Rules.

Output (2) will provide socio-economic reintegration for 600 adults perceived to be affiliated with ISIL, returning from NES, and community members in areas of return. UNDP is cautious to avoid conflict triggers that might emerge due to supporting only Al Hol returnees, while ignoring receiving communities' members. Thus, UNDP will follow conflict-sensitive approach through providing the reintegration support of both Al Hol returnees and local community members, including families perceived with ISIL-affiliation, IDPs and other returnees. UNDP will apply an inclusive and participative selection process, as follows:

- **Regarding the beneficiaries from Al Hol**, the Government of Iraq shares with UNDP the list of individuals who left Jeddah 1 and going back their communities. After that, they can be considered as part of the caseload for receiving socio-economic reintegration support.
- **Regarding the beneficiaries of the community members**, the selection is done in close coordination with the Local Peace Committees, established and capacitated by UNDP. The LPCs identify the candidates who might be eligible to participate in the project.
- **UNDP Field Facilitators** cross-check the suggested lists of both Al Hol returnees and community members with the relevant local authorities (e.g. mayor) to validate eligibility and have the lists vetted accordingly.

- **UNDP Responsible Partner** validates eligibility based on vulnerability & income level of the beneficiaries' household through conduct socio-economic profiling.

UNDP will conduct 4 assessments and analyses in the targeted areas to inform the demanded vocational training topics and promising business ideas for sustainable livelihoods.

Informed by the results of the labour market assessment, UNDP will design and implement economic reintegration support to 600 beneficiaries (360 men, 240 women) through different livelihoods models, such as i) demand-driven vocational training and technical skills development, ii) short-term income generation through cash for work, and iii) enterprise support package, which will include business skills development training, start-up/scale up grants, and mentorship and coaching support to boost enterprise sustainability and profitability.

UNDP will also map MHPSS in the targeted areas and identify the most qualified and reliable MHPSS service providers in coordination with the relevant stakeholders, including UNICEF to ensure complementary between the Output 2 and Output 3 of this project. Informed by the key findings of the mapping exercise, the project will design and deliver MHPSS to the 600-adult people (360 men and 240 women), who will receive livelihoods and economic reintegration (Activity 2.2), in all targeted areas. The MHPSS is expected to focus on at least: strengthening understanding and acceptance of MHPSS, including symptoms, how to effectively engage with individuals experiencing a mental health crisis, and to utilize referral pathways for affected individuals to access care.

UNDP will identify a location at the community level jointly with the local government that will be used as a community rehabilitation center. It will provide MHPSS to both returnees and community members.

UNDP will improve the capacity of the relevant national and local authorities and actors to support and facilitate the return and reintegration process to ensure sustainable reintegration. As mentioned above, the returnees face reintegration challenges, due to different reasons, mainly lack of job opportunities, access to basic services, such as education and health services, civil documentation.

UNDP will provide capacity building for the national and local authorities relevant to the return and reintegration process, such as Ministry of Health, Ministry of Education, Ministry of Migration and Displacement, Ministry of Labour and Social Affairs, and the Office of the National Security Advisor, local governments that are key to the reintegration process. The capacity building will include for example; i) how to identify, prioritize, and mainstream response to the needs of returnees, including AI Hol returnees, in their local plans, and ii) coordinate reintegration interventions in a targeted area. The project will also build up the capacities of local peace structures, such the Local Peace Committees and community and tribal leaders to facilitate community acceptance and readiness.

The project will also aim at setting-up and operationalizing UNDP's Information, Counselling, Referral System (ICRS). It is a case management system to collect and store data and information of beneficiaries to analyze and monitor changes and refer to other service providers for other support if needed.

**Output 3: The protection of child rights, including legal rights, among repatriated Iraqis improved.**

**Activity 3.1** Provide safe learning spaces and psycho-social support to 8,880 children (4,440 boys, 4,440 girls), including equipment as necessary.

**Activity 3.2** Enhance the capacities of local authorities and civil society organisations to act as first responders for child rights issues in their communities (290 individuals including 145 men, 145 women).

**Activity 3.3** Strengthen the awareness of child rights and increase the availability of, and access to, legal support for 300 children (150 boys, 150 girls).

UNDP will be responsible for the implementation of this output. Children's right to recovery and reintegration<sup>41</sup>, a safe environment, and education will be supported through provision of safe learning spaces, and psycho-social support to 8,880 children (4,440 boys, 4,440 girls). Beyond realisation of their rights, access to safe learning spaces supports a stabilising process that facilitates social connections and a sense of belonging, while developing social, emotional and cognitive skills; key determinants in reducing the severity and longevity of traumatic stress responses in children affected by conflict- particularly those returning from North-East Syria, in addition to other vulnerable children in the community- ensuring a conflict sensitive approach. Ensuring that schools are physically and

<sup>41</sup> United Nations Convention on the Rights of the Child (UNCRC) Article 39. Accessed here: <https://www.unicef.org/media/56861/file>

emotionally safe spaces for children of all backgrounds requires specialised training for teachers, commitment to safe schools through school boards and policies, and curricula that integrates social and emotional learning with emphasis on non-discrimination, equality, and inclusion. The mental health and psychosocial wellbeing of teachers and school counsellors as well as their skills and knowledge is critical to creating and sustaining these nurturing and responsive environments. Child protection case management of children in need of more specialised support and one-to-one follow up will be undertaken by Social Workers.

UNICEF will develop capacities of 290 (145 men, 145 women), including social workers, teachers, MHPSS service providers, community leaders, members of Local Peace Committees and Child Protection Committees, as well as members of the judiciary to appropriately and effectively engage with children and families in crisis situations, including through develop competencies in building trusting relationships; skilfully recognising and efficiently making referrals via a common information management system- such as the Child Protection Information Management System (CPIMS); and providing foundational helping skills to connect with people experiencing distress or adversity. Such stakeholders will also be trained in the Reintegration of Conflict Affected Children- to increase awareness on the legal framework, protective factors within the community, the importance of the socio-ecological model, and key components of reintegration programming to support the recovery and well-being of conflict affected children. The activities will ensure that vulnerabilities groups and individuals are not unnecessarily exposed placing that at further risk.

UNICEF will strengthen awareness of child rights and increase availability of, and access to, legal support for 300 children (150 boys, 150 girls). This will target children in areas liberated from ISIL, namely Ninewa Governorate (where 23.4% of children under 5 do not have birth certificates<sup>42</sup>), in addition to those returning from NES who require provision of legal and administrative support to secure birth registration and civil documentation.

UNICEF collaborates closely with key GoI Ministries, including Ministry of Labour and Social Affairs, to strengthen the protective environment for children. This includes development of a Child Rights Law (currently awaiting review by the Parliament in Federal Iraq); training MoLSA Child Protection Social Workers on child protection, child rights and the UNCRC; revising the Terms of Reference of Social Workers to include child protection in their remit; and advocating public financing for children and international best practice.

UNICEF also collaborates with implementing partners (IPs)- both national and international- with proven track record in child protection service delivery, and established relationships with key government stakeholders. IPs are reviewed through a rigorous process to ensure due consideration and assessment.

### **Resources Required to Achieve the Expected Results**

The project will be implemented jointly, led by UNDP, with UNICEF, and in partnership with HD. It will be managed and implemented by high-calibre teams that will include national and international staff, and independent consultants.

UNDP and UNICEF will engage with local and international NGOs, local authorities, and other relevant stakeholders to realize the achievement of the project results.

The project will include staff carrying out various forms of tasks including technical assistance, administration, and management that are directly attributed to the implementation of the project. It will comprise of full-time dedicated and part-time specialized project staff. The latter will be charged through direct project costs for the time spent directly attributed to the implementation of the Action.

UNDP's project staff includes programme managers, programme analysts, reintegration officers, field facilitator, admin and finance officers, communication officers, M&E officers and technical consultants among others. UNICEF's project team will of a Chief of child protection, child protection officers, programme associates, PMR technical staff, communication, finance, admin and communication staff amongst others. Operations teams under each organization will help with project's human resources, procurement, logistics, financial management and administration. All project personnel will be based in Iraq, and this is essential for the project's successful implementation.

<sup>42</sup> UNICEF Iraq, Multi-Indicator Cluster Survey. Accessed here: <https://www.unicef.org/iraq/reports/2018-multiple-indicator-cluster-survey-mics6-briefing> on 30 May 2022. It is notable that MICS 6 did not include families residing in IDP camps, so the numbers are likely to be higher.

In implementing this project, there are several categories of costs that are envisaged for the functioning of the Project Offices, and the implementation of activities such as Travel, Security and Operations, including:

- **General Expenses:** To support all project activities, this proposed action includes expenses related to office rent, utilities, security, communication and internet, computers and software, stationery and other office supplies and consumables, and office equipment maintenance.
- **Travel Expenses:** To support all project activities this proposed action includes international and domestic travel (air and land), and per diems for field missions and workshops.
- **Materials Expenses:** For this action's main activities, the primary means required includes the procurement of various visibility items, tablets for surveys/field assessments, production of audio-visual materials, training program materials, rental of workshop venues, printing, and other outreach materials as well as supply of some equipment directly related to implementation of activities.
- **Land Transportation and Vehicle-Related Expenses:** Support for this activity requires purchase, rent, regular maintenance and fuel costs to ensure safe, reliable transportation, e.g. regular maintenance and purchase new tires for armored vehicles.
- **Direct project support for country office and service center and cost sharing services.**

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## VIII. PARTNERSHIP & STAKEHOLDERS ENGAGEMENT

UNDP, UNICEF, and HD will continue coordination and synergy with leading UN organizations and development partners working on return and reintegration. UNDP, in coordination with IOM, has taken the lead in promoting a "One-UN and donor" approach to reconciliation and reintegration in Iraq. A "Joint UN Approach to community-based reconciliation and reintegration of children, young people, and adults formerly associated with ISIL", has been developed. The Joint Approach provides a "chapeau" to all United Nations Agencies, Funds and Programmes working in Iraq on reconciliation and reintegration of children, young people and adults formerly associated with ISIL/Da'esh. UNDP also being the co-chair of the Reintegration Task Force within the UN-Government Technical Working Group created in 2022 based on the UN Global Framework on Returns from Syria and Iraq & Iraq Scoping Exercise, will work closely with the co-chair of the task force from the government, the Office of the National Security Advisory (ONSA) and other task force members of the UN and government, and will coordinate with government local partners, such as mayors, municipalities, medical centers, vocational training centers among others, in the targeted areas, Iraqi think tanks and CSOs active in reintegration initiatives, including women organizations. The project will also capitalize on existing partnership with the Prime Minister's Office (PMO) including the Commission for Dialogue and Social Peace, Ministry of Labour and Social Affairs (MoLSA), Ministry of Interior (MoI), Ministry of Justice (MoJ), Ministry of Health (MoH), Ministry of Migration and Displacement (MOMD) and EU Advisory Mission in Iraq (EUAM Iraq), and GIZ (Members in the UN-GOI Task Force for Reintegration of Returnees from Al-Hol) to scale up the project implementation and achievement of expected results mentioned above.

The project will engage with the different stakeholders/target groups: male and female persons formerly associated with ISIL, predominantly children, young people, and women (having been assessed and cleared to return, and/or having returned) who are eligible to become project beneficiaries. Under the multiple targeting approaches, the project will also target other groups (both stayers and other returnees) in the selected areas, and communities will also become project participants and benefit from targeted reintegration support

At the institutional level, the project will ensure regular engagement of the key national and local institutions, including ONSA; Ministry of Migration and displaced, National Committee for the implementation of Iraq's P/CVE Strategy, Directorate of NGOs; governor's offices, provincial council authorities, and relevant NGOs/Community-Based Organizations (CBOs), including women organization, in the targeted areas. In implementing this project, UNDP and implementing partners might engage, accordingly, with the local and international NGOs who will implement activities in the target governorates.

## IX. RISKS AND ASSUMPTIONS

Risk	Likelihood (L) / Impact on Project (I)	Mitigation Measures
Community and local authority rejection and high levels of stigma towards men, women, boys and girls perceived to be associated with ISIL returning to their areas of origin.	L=Moderate; I=High Large numbers of Iraqi citizens impacted by the ISIL conflict who may be concerned/ resistant to the return of those perceived to be affiliated with ISIL. This would reduce the overall effectiveness of reintegration efforts.	Strategic communication, community engagement and dialogue are tools to address these barriers to reintegration. Reintegration activities are specifically designed to enhance community acceptance of individuals with perceived ISIL-affiliation, engaging community actors in relevant discussions and promoting acceptance, in close coordination with existing established structures such as LPCs and CPCs.
Women and girls exposed to gender-based violence (GBV) in their areas of return.	L=High; I=Moderate High rates of GBV across Iraq. Women and girls may be particularly vulnerable given their socio-economic status upon return.	Strategic communication and community engagement to prevent GBV. Provision of specialist GBV response services through trained female led staff (recognising risks also experienced by men) to survivors of gender-based violence, in addition to engaging men and boys as allies to reduce violence against women and girls.
Child Safeguarding and Sexual Exploitation and Abuse (SEA) incidents perpetrated against women and children in areas of return, and other vulnerable children in the community.	L=Moderate; I=High Unaccompanied and separated children may be particularly vulnerable to child safeguarding and SEA risks. This would undermine the right of the child to protection violence, abuse, neglect and exploitation.	Child Protection Committees, religious leaders, community leaders, women leaders, youth groups, local peace committees to all receive training on child safeguarding and PSEA, through implementing partner, in accordance with UNICEF child safeguarding and PSEA policies. Safe and confidential feedback mechanisms to be established, and communities sensitised to increase awareness and response.
Security related incident in area of return	L=Moderate; I= High This represents a physical safety risk to men, women, boys and girls in their area of origin; a risk of undermining the Government of Iraq's (GoI's) commitment to returns, and an institutional risk for UNICEF/UNDP and donor.	Strategic communication, community engagement and dialogue key tools to addressing risk of violence, in addition to provision of services, for both returning populations and other vulnerable children in the community. Close collaboration with GoI, UN, and NGOs on security updates.

The project is designed based on the following key assumptions: Sufficient levels of security and political stability exist, enabling the implementation of project activities; sufficient resources for the project are available on time; key stakeholders, such as policymakers and government officials, including women officials, continue to show a willingness to engage and are receptive and responsive to the project; project's target groups would benefit from enhancing their expertise and, are interested in receiving it.

## X. STEERING AND MANAGEMENT ARRANGEMENTS

The project will establish a Joint Programme Steering Committee (SC) which will be accountable for the effective management of the project and achievement of its results. It will meet annually for annual progress review. It will be composed of the following organizations:

Co-Chairs of Steering Committee	
<b>Government</b>	<b>United Nations Country Team</b>
Ministry of Migration and Displacement Representative	<i>UNDP Deputy Resident Representative for Programme</i>
<i>MoMD</i>	<i>UNDP</i>
UN Organizations	
<i>Programme Manager, Social Cohesion</i>	<i>Chief Child Protection</i>
<i>UNDP</i>	<i>UNICEF</i>
Non-UN Partner (as applicable)	
EU representative	<i>Programme Manager</i>
	<i>Centre for Humanitarian Dialogue</i>

The project will also have a Joint Programme Team (JP Team) which will be responsible for managing the results for the duration of the project, based on the JP results framework, work plan, and budget. The team will be comprised of the relevant programme staff from Participating UN Organizations (UNDP and UNICEF), the non-UN partner (HD Center). UNDP will be the Lead PUNO and will act as a Convening Agent.

The JP Team will meet monthly to track the project progress, update the achievement of results based on the logical framework and work plan, discuss challenges and proposes the necessary amendments.

## XI. ADMINISTRATIVE ARRANGEMENTS

The programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the programme through the AA. Each participating UN organization receiving funds through the pass-through would have to sign a standardized Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant to the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

The MPTF Office will charge an administrative agent fee, which includes costs of the services performed by the Administrative Agent in line with the UNSDG Guidelines on EU contributions to MPTFs/JPs using Pass-Through Modalities. These costs are included in the Project Direct Cost. Specifically, the

direct costs will be charged under the personnel/staff for MPTF Office staff based in New York to carry out the following activities:

- a) Sign the Contribution Agreement and SAAs with donors and receive contributions from donors that wish to provide financial support to the Fund/Programme through the AA.
- b) Administer such funds received in accordance with its regulations, policies and procedures, as well as the relevant MOU and Fund Terms of Reference (TOR) and the Contribution Agreement/SAA, including the provisions relating to winding up the Fund account and related matters;
- c) Subject to availability of funds, disburse such funds to each of the PUNOs in accordance with decisions from the Steering Committee (SC), taking into account the budget set out in the approved TOR/JP documents;
- d) Ensure consolidation of statements and reports, based on submissions provided by each PUNO, as set forth in the TOR/JP document and provide these to each donor that has contributed to the Fund/Programme account and to the SC;
- e) Provide final reporting, including notification that the Fund/Programme has been operationally completed;
- f) Disburse funds to any PUNO for any additional costs of the task that the SC may decide in accordance with the programmatic document/JP document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The Convening Agency will consolidate narrative reports provided by the Participating United Nations Organizations. As per the MoU:

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.

## **XII. MONITORING, LEARNING, AND REPORTING**

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation activities:

Monitoring Activity	Purpose	Frequency	Expected Action
Track results progress	To assess the progress of the project in achieving the agreed outputs, the M&E specialist and project team will collect and analyse progress data against the results indicators in the results framework.	Monthly	Information and progress gathered by UNDP, UNICEF, and HD Center will be collected and reviewed on a monthly basis to ensure implementation and impact is on track. This includes information about HD's meetings and dialogue.
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results.	Quarterly	Risks are identified by project management and implementing partners.

Monitoring Activity	Purpose	Frequency	Expected Action
	Identify and monitor risk management actions using a risk log. Audits will be conducted in accordance with UNDP's and UNICEF's audit policy to manage financial risk.		Actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.
Learn	Knowledge, good practices, and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Monthly	Relevant lessons are captured by the project team and used to inform management decisions.
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's and UNICEF's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Monthly	Performance data, risks, lessons and quality will be discussed by the project team and used to make course of corrections.
Project Report	The project management unit will present a quarterly and annual report to the relevant stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Every quarter, annually, and at the end of the project (final report)	Information collected on a quarterly basis will be used to produce quarterly, annual and a final report.

The project will be supported by an M&E team who will be responsible for managing and facilitating the MEAL approach and activities. The project will undertake programmatic field monitoring missions, progress review meetings, and progress reports (technical and financial aspects) for day-to-day monitoring and follow-up. UNDP, UNICEF, and HD's field facilitators will attend field interventions to monitor impact and effectiveness of activities. The data collection templates will be developed in close consultation and coordination among the three partners to allow project team to capture results and impact on a quantitative and qualitative capacity as well as challenges and lessons learned which are to be collected on a regular basis.

The project will also produce progress reports (technical and financial reports) on project activities. The progress reports will be prepared, summarizing the progress of the planned activities as well as the challenges and issues to be resolved during implementation. UNDP will also use the Result Management tools available on its financial management platform, ATLAS/Quantum to record its risks analysis, the project monitoring plan, and lessons learned.

At the end of the project, an impact assessment will be conducted to understand the project performance and capture the changes and results as well as the achievement of indicators.

**Communication:**

The project contains both strategic advocacy and external communication plans.

**Strategic Advocacy Plan:**

The Strategic Advocacy Plan will focus on sharing information and reducing stigma in communities of return through a comprehensive localized communication and visibility plan based on community needs that will include use of local media, an information brochure, and Town Hall meetings with community stakeholders, returnees, and national project staff. This plan will inform returnees and communities of the services provided and mitigate any potential risks, reducing stigma by sharing testimonials of returning families to raise awareness of their suffering and strengthening community receptivity and acceptance. The plan will have overarching key messages, and delivery will be tailored to each specific community based on the media use of each area. Key messages to be shared with returnees and communities include:

- Together is the only way we can move forward.
- A generation will be lost if we don't work together on community reintegration.
- We must embrace tolerance and forgiveness, starting with our neighbors.

**External Communication Plan**

The External Communication Plan includes donor visibility through human interest web stories, press releases, in-person visits, partnerships with local/national media outlets, and a strong social media presence across UN and partner social media platforms and web pages. The target audience includes the Government of Iraq, Iraqis, international organizations, and regional and global citizens. Communication and visibility objectives include:

1. Raising awareness about the project interventions through human interest stories and other compelling content.
2. Demonstrating project progress by publicizing key project milestones.
3. Ensuring high visibility of the EU as the donor.
4. Positioning the project as an innovative leader on Durable Solutions in Iraq in relation to the return and reintegration of families perceived to be affiliated with ISIL and those hardest to reach.

Joint Programme: Integrated Results Framework,  
Work Plan,  
Years: 2023-2024  
National development priority: Strategic  
Priority 5: Durable Solutions  
Related SDG: 5, 8, 10, 16

**CF Outcome(s):** 5.1: Strengthened stabilization, development and peace building initiatives support area-based interventions in locations of displacement, return or relocation to enhance the achievement of voluntary, safe and dignified durable solutions for displacement affected populations.

Outcome indicator: 5.1a: Number of activities/services implemented to support the achievement of durable solutions for displacement affected populations	Baseline : TBD	Target : TBD	MOV: UN Agencies
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**Overall Objective:** address the reintegration needs of vulnerable children, young persons, adults, and other stigmatized groups such as families with perceived ISIL-affiliation returning to Iraq from NES, as well as of conflict-affected host community members.

indicators	Baseline	Target	MOV
The intervention responded to a new/emerging crisis (not at all, limited degree, medium, significant, fully) - (EU Indicator, New and/or emerging crisis)	0	Medium	Impact assessment report
The intervention minimized negative risks and maximize positive outcomes on peace and security (Y/N) - (EU Indicator, Conflict-sensitivity)	0	Yes	Impact assessment report
Level of confidence in the return process expressed by communities in locations of interventions - (EU Indicator, Refugees, IDPs, & Stateless Persons)	0	Positive	Impact assessment report

Project Specific Objective (1): Support national and local authorities and communities to enhance community acceptance of the returnees, including ISIL-perceived families.			
indicators	Baseline	Target	MOV
The activities were appropriate response to the new/emerging crisis which led to the expected results (not at all, limited degree, medium, significant , fully) - (EU Indicator, New and/or emerging crisis)	0	Medium	Progress reports, meetings with stakeholders, impact assessment
Project Specific Objective (2): Promote socio-economic reintegration of the most vulnerable and at-risk people			
Indicators	Baseline	Target	MOV
% of families with livelihoods support who have materially improved living conditions (M/W) - (EU Indicator, Economic Recovery/Livelihood)	0	40%	Field visits, progress reports, impact assessment
Number of targeted individuals who report improved well-being (reduced level of distress) (M/W) - (EU Indicator, Preventing/Countering VE)	0	350	Pre-and-post assessments for MHPSS support
Project Specific Objective (3): Enhance availability and accessibility to protection and legal services for children			
Indicators	Baseline	Target	MOV
The intervention was implemented using a conflict sensitive and do no harm approach ((not at all, limited degree, medium, significant, fully) - (EU Indicator, Conflict Sensitivity)	0	Medium	Progress reports, field visits, meetings with women stakeholders

Output 1: Facilitation of the return of displaced person to Iraq, including ISIL-perceived families, is fostered through dialogues and social cohesion interventions.			
Indicators	Baseline	Target	MOV
1.1. # of reconciliation initiatives / dialogues set up - (EU Indicator, Mediation, Conflict Prevention and Resolution and Reconciliation)	0	6-10 initiatives	Meeting minutes, signed documentation
1.2. # of individuals engaged in inter-faith dialogues/communication channels (M/W/B/G)) - (EU Indicator, Preventing/Countering VE)	0	20 participants per round of dialogue	Attendance records
1.3. # of bi-lateral meetings (Project Indicator)	0	100 bilateral meetings	Attendance records, meeting minutes
1.4. . # of events organized or supported (EU Indicator)	0	12 field visits	Field monitoring reports
Output 2: Families perceived to be affiliated with ISIL/ returning from NES, as well as community members in areas of return received reintegration support.			
Indicators	Baseline	Target	MOV
2.1. # persons directly benefiting from the intervention (M/W) - (EU Indicator, Obligatory)	0	600 direct beneficiaries receive support (240 women, 360 men)	Field monitoring reports, partner reports
2.2. # of microenterprises supported, disaggregated by owner-gender, location, economic sector - (Project Indicator)	0	550 microenterprises supported (220 women,	Field monitoring reports, partner reports

		330 men owned)	
2.3. Number of people trained by the EU-funded intervention who increased their knowledge and/or skills- (EU Indicator)	0	120 persons	Attendance records, pre/post assessments
Output 3: The protection of child rights, including legal rights, among repatriated Iraqis improved.			
Indicators	Baseline	Target	MOV
3.1 # of children (boys and girls) reached with structured psychosocial support services (equivalent to the EU indicator "Number of Persons directly benefiting from the intervention)	0	8,880 children (4,440 boys, 4,440 girls)	Field visits, field monitoring reports, partner reports
3.2. # of social service workforce/ civil society trained on child rights and child protection (equivalent to the EU indicator "Number of Persons directly benefiting from the intervention)	0	290 ( 145 men, 145 women).	Attendance records, pre/post assessments
3.3. # of children (boys and girls) reached with legal support/ birth registration (equivalent to the EU indicator "Number of Persons directly benefiting from the intervention)	0	300 children (150 boys, 150 girls).	Registration systems

											FUNDING FRAMEWORK		
Sub-Outputs	Geographical focus	Timeline		PUN O	SD G Target	Implementing partners	Source of Funds	Human Rights Marker	Gender Equality Marker	QCPR Function (Modality)	Total Required (USD)	Available (USD)	To be mobilized (USD)
		Start	End										
<b>Output 1: Facilitation of the return of displaced person to Iraq, including ISIL-perceived families, is fostered through dialogues and social cohesion interventions.</b>											800,000	0.00	800,000
Activity 1.1: Carry out stakeholders mapping and gender-sensitive conflict analysis and assessment needed for evidence-based and conflict-sensitive interventions.	Iraq	Q1/2024	Q1/2025	UN DP		TBC	EU	2	2	6	57,000	0.00	57,000
Activity 2.1: Carry out field missions in communities where previous return movements from Jeddah 1 have taken place, to assess the level of cohesion and integration, and to address challenges faced by returnees.	Iraq	Q1/2024	Q1/2025	UN DP		TBC	EU				58,500	0.00	58,500
Activity 3.1: Convene bilateral discussions with PMO, local and governorate level leaders, security apparatuses to support the return of displaced persons from Jeddah 1.	Iraq	Q1/2024	Q1/2025	UN DP		TBC	EU				45,000	0.00	45,000
Activity 4.1: Organise five to ten rounds of dialogue in western areas with the PMO, local and governorate level leaders, Iraqi civilians and those perceived to be "ISIL families". HD will mediate with local tribal leaders and local security forces to ensure safe return and stay. The format of the	Iraq	Q1/2024	Q1/2025	UN DP		TBC	EU				639,500	0.00	639,500

rounds of dialogue will be adapted to the needs of each return community.													
<b>Output 2: Families perceived to be affiliated with ISIL/ returning from NES, as well as community members in areas of return received reintegration support.</b>											<b>2,510,357.90</b>	<b>0.00</b>	<b>2,510,357.90</b>
Activity 2.1: Conduct and/or update 4 assessments, such as labour market assessments and MHPSS mapping and needs assessments, to inform project planning and implementation.	Iraq	Q2/2024	Q3/2024	UN DP		TBC	EU	2	2	6	40,000	0.00	40,000
Activity 2.2: Support socio-economic integration for 600 people-at-risk (360 men, 240 women) of exclusion and marginalization through inclusive livelihoods.	Iraq	Q3/2024	Q4/2024	UN DP		TBC	EU				2,130,357.90	0.00	2,130,357.90
Activity 2.3: Provide targeted and specialized health, including mental health, psychosocial support, and GBV services for 600 people at risk (360 men, 240 women)	Iraq	Q3/2024	Q4/2024	UN DP		TBC	EU				180,000	0.00	180,000
Activity 2.4: Rehabilitate a community-based center to provide MHPSS service.	Iraq	Q2/2024	Q4/2024	UN DP		TBC	EU				60,000	0.00	60,000
Activity 2.5: Provide capacity development support to 5 national and local authorities involved in the return and reintegration of persons from NES.	Iraq	Q2/2024	Q4/2024	UN DP		TBC	EU				100,000	0.00	100,000

<b>Output 3: The protection of child rights, including legal rights, among repatriated Iraqis improved.</b>											<b>798,518.94</b>	0.00	<b>798,518.94</b>
Activity 3.1: Provide safe learning spaces and psycho-social support to 8,880 children (4,440 boys, 4,440 girls) including equipment as necessary	Iraq	Q3/2023	Q4/2024	UNI CEF		TBC	EU				459,054	0.00	459,054
Activity 3.2: Enhance the capacities of local authorities and civil society organisations to act as first responders for child rights issues in their communities (290 individuals including 145 men, 145 women).	Iraq	Q3/2023	Q4/2024	UNI CEF		TBC	EU	2	2	6	149,916	0.00	149,916
Activity 3.3: Strengthen the awareness of child rights and increase the availability of, and access to, legal support 300 children (150 boys, 150 girls).	Iraq	Q4/2023	Q4/2024	UNI CEF		TBC	EU				189,549	0.00	189,549
<b>Impact Evaluation</b>													
Conduct Impact Evaluation for RISE	Iraq	Q1/2025	Q1/2025	UN DP and UNI CEF		TBC	EU				40,000	0.00	40,000

### Annex (III): Budget

BUDGET						
Joint Programme: Reintegration through Integrated Support and Empowerment – (RISE).						
Programmes						
Joint Programme: Strengthening Community reconciliation and reintegration of Iraqi children, young people and adults returning from NE Syria	5,353,271.03					
of which, maximum indirect costs (7%)	367,728.97					
CATEGORIES	MPTF	UNDP	UNDP Agency Co-Financing	UNICEF	UNICEF Agency Co-Financing	TOTAL
1- Staff and other personnel costs	51,598.13	582,582.47	30,000.00	260,166.93		924,347.52
2- Supplies, Commodities, Materials	-			-		-
3- Equipment, Vehicles and Furniture (including depreciation)	-			-		-
4- Contractual Services	-	200,000.00		-		200,000.00
5- Travel	-	43,726.32	1,000.00	8,163.40		52,889.72
6- Transfers and Grants Counterparts	-	3,085,357.90	65,000.00	705,061.00	93,457.94	3,948,876.85
7- General Operating and other direct costs (Admin, Management, Logistics Support, Security )	-	174,905.28	4,000.00	48,251.66		227,156.94
Sub-total	51,598.13	4,086,571.97	100,000.00	1,021,642.99	93,457.94	5,353,271.03
Indirect Cost	3,611.87	286,060.04	-	71,515.01	6,542.06	367,728.97
Total	55,210.00	4,372,632.00	100,000.00	1,093,158.00	100,000.00	5,721,000.00

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