

Action Document for EU Trust Fund to be used for the decisions of the Operational Committee

1. IDENTIFICATION

Title/Number	Support for Urban Recovery and Peacebuilding in western Ninewa, Iraq		
Total cost	Total estimated cost: EUR 10,000,000 Total amount drawn from the Trust Fund : EUR 10,000,000		
Aid method / Method of implementation	Project approach Indirect management – contribution agreement with UN Habitat (EUR 10 M)		
DAC-code	73010	Sector	Reconstruction relief and rehabilitation

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

In line with the revised Constitutive Agreement for the EU Trust Fund adopted in 2016, the action aims to support returns of Iraqi IDPs and peacebuilding in areas of Ninewa Governorate, Iraq, in the post Da’esh era, building on previous and ongoing EU engagements. It is expected to facilitate voluntary and sustainable returns, urban recovery and peacebuilding in some of the most affected districts of western Ninewa bordering North West Syria through the improvement of living and housing conditions, enhancement of livelihood, and protection of housing, land and property rights.

The programme will target different groups of vulnerable host communities and returnees in ethnically diverse areas where Yazidis, Christians and Turkmens live alongside Arab Sunni Muslims, Shias and Kurds. The programme will promote voluntary and sustainable returns as well as peacebuilding in the districts of Sinjar, Telafar and Al-Baaj in Ninewa.

The following Specific Objectives have been identified:

Specific Objective 1: Living and housing conditions of vulnerable returnees in western Ninewa are improved.

Specific Objective 2: Livelihoods in targeted districts are redeveloped.

Specific Objective 3: Housing, land and property rights of returnees are protected and local authorities have developed their capacity to address housing, land and property rights issues.

2.2. Context

2.2.1. Country and local context

Iraq hosts nearly 250,000 Syrian refugees while at the same time coping with large-scale displacement of its own population. In mid-2014, Da’esh advanced quickly through the governorates of Diyala, Ninewa, Anbar and Salah-al Din, reaching as far North as the border

of Duhok governorate and almost the city limits of Baghdad. At the height of the conflict, advances by Da'esh and military operations by the Iraqi Security Forces and Kurdish forces to retake captured areas displaced around 6 million Iraqis of various ethnic backgrounds and religions, including Kurds, Sunni Arabs, Yazidis, Shabak, Kakai, and Christians, while others chose or were forced to remain behind in their communities of origin under its control.

Two years after the declared end of the Da'esh occupation, around 1.5 million people remain displaced. According to the Humanitarian Needs Overview for 2020, compared to the two previous years, there has been a noticeable deceleration in the volume of returns¹. A recent REACH study has found that the reasons for remaining in displacement have been constant: lack of security, community tensions in areas of origin, damaged or destroyed housing, concerns about explosive remnants of war, perceived insecurity, lack of basic services and lack of livelihood opportunities².

Ninewa Governorate is among the priority areas identified for a response to support vulnerable IDP and host communities. Ethnically and religiously mixed districts with severe needs in western Ninewa, which borders North East Syria, include Sinjar, Telafar and Al-Baaj. These areas remain severely underserved in terms of basic services, reconstruction and rehabilitation. Displaced populations from various ethnic groups are slowly returning but are broadly deterred by the lack of public services, livelihood opportunities and the lack of legal certainty around property rights³.



(1) Sinjar District

In Sinjar District, hundreds of villages are spread out around the base of Mount Sinjar, with one main city, Sinjar City. Prior to the August 2014 attack by Da'esh, the region's population was predominantly Yazidi, with a smaller number of Arabs who mostly followed Sunni Islam. Misunderstandings of Yazidis have underpinned cycles of persecution of this community, at least as far back as the Ottoman Empire. There has been widespread discrimination against the Yazidis throughout modern history.

¹https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/iraq_hno_2020.pdf

² Ibid.

³ Humanitarian Response Plan 2019

The Yazidi community of Sinjar was devastated by the Da'esh attack in August 2014. In its aftermath, no free Yazidis remained in the Sinjar region. The 400,000-strong community had all been displaced, captured, or killed. A 2016 UN inquiry declared it genocide. Slow progress is being made in rebuilding destroyed towns and villages. While Yazidis are gradually, and fearfully, returning to the retaken areas of Sinjar north of the mountain, the majority of the region's Yazidis still live difficult and impoverished existences in IDP camps scattered throughout the Dohuk region of northern Iraq. Among the displaced people in Iraq, the Yazidis constitute the second largest group after Arab Sunni Muslims.

Many Yazidis have chosen to go abroad, because they believe they can no longer live safely in the Middle East. Many cannot take legal routes out of Iraq as all their identification documents were left behind when they fled or were destroyed by Da'esh. According to the Human Rights Council, thousands of Yazidis, including female survivors of sexual slavery, fled to Europe, having placed themselves in the hands of smugglers and made dangerous journeys by land, and increasingly by boat. While there is no official data on the numerical size of minority communities that remain in Iraq, early 2017 figures indicated that 100,000 Yazidis had already left the country.

Reconstruction

Following the capture of Ninewa by Da'esh, an estimated 250,000 Yazidis were forced to abandon their homes. Meanwhile, Yazidi agricultural lands were systematically degraded, demolished or seized by Da'esh fighters. In addition, some 4,000 homes have been destroyed, burned down, and looted in Sinjar as a result of the Da'esh occupation – including traditional mud houses, unfinished houses, and standard houses. A devastating proportion of public infrastructure, including health facilities, schools, water and electric infrastructure, farming lands and culture heritage buildings have been damaged or subject to pillaging. Many towns in Sinjar District have experienced almost near total destruction of private properties as a result of the sectarian onslaught.

Livelihoods

In addition to lack of adequate housing and public facilities, lack of livelihood opportunities poses a challenge to return. During the period from 2014 to 2015 when Da'esh controlled much of the north side of the Sinjar Mountain, farmlands were contaminated with land mines and water facilities were destroyed. Farmers were also stripped of equipment and other assets rendering agricultural re-development extremely challenging. While demining activities are making considerable progress on the north side of the mountain, opening space for farming and economic growth to occur, the south side remains heavily mined. Given approximately 70% of household income in the Sinjar District stemmed from agricultural activities prior to the Da'esh invasion, the loss of the agricultural sector in Sinjar and neighbouring districts has had an enormous impact on livelihoods. Furthermore, local businesses have been unable to re-open since most were severely damaged or looted during the Da'esh occupation. Even those operated by returnees struggle due to lack of material and financial resources.

Housing, Land and Property Rights

The discriminatory policy that affected the land tenure rights of the Yazidis can be traced back to the 1970s, when the Ba'ath party regime executed an alienating demographic policy which saw the large-scale attempt to enforce the Arabization of the northern areas inhabited

by Iraqi minorities. This policy was launched in an effort to lessen the threat of enemies (real or perceived) to the Ba'ath Party's dominance in Iraq through ethnic "dilution".

This translated into the displacement of hundreds of thousands of Kurds and other minorities from their homes, in parallel to an attempt to repopulate these areas with Arabs transferred from central and southern Iraq. Thousands of Yazidi villagers were deported from their mountain villages to the new settlements, which were known by the Arabic world *mujamma'at* (singular: *mujamma*) or "collectives". The conditions in which these settlements were built and run have led some analysts to define the *mujamma'at* as "open air prisons".

Those households forcibly relocated to the *mujamma'at* or collective townships were denied the right to register the assigned parcels in their names – a discriminatory course of action that was maintained even after the fall of the regime – with very few exceptions. Being denied a property document meant that aside from not being able to sell their plots, Yazidi families were excluded from applying for government construction loans. It is estimated that today up to some 250,000 Yazidis may lack land tenure documents.

The lack of property documents prevents the Yazidi community from accessing government assistance services to file claims for property compensation of their houses destroyed or damaged during the Da'esh occupation. Such violation of housing, land and property rights poses a serious obstacle to safe return to Sinjar, potentially resulting in increased tension and violence and leading to secondary and protracted displacement.

(2) Telafar District

Telafar District's population is predominantly Turkmen and Sunni Muslim, with about a quarter of the population Shia Muslim. As one of the last officially liberated areas, Telafar has faced major stabilization challenges as it remained de facto under siege by pro-government militias while the surrounding areas had been retaken, which resulted in continued displacement of a significant proportion of its original inhabitants.

Reconstruction

More than 1,200 houses were destroyed or damaged in Telafar during the conflict and availability of adequate housing remains as one of the key preconditions for return. Local authorities have articulated their need for a small residential complex with low-cost core housing units to accommodate those who are not able to rebuild their houses due to the severity of the damage, as well as the need for adequate public services and the reconstruction of public facilities. While many of the damaged health centres and schools have been rehabilitated and are now operational, they require additional support to provide fully-fledged services. Additionally, water supply networks serving six neighbourhoods need to be upgraded to provide safe water to residents and returnees.

Livelihoods

The lack of livelihood opportunities is often cited as a major barrier to return to Telafar for a population historically mainly employed by the government or small business owners. While some residents who have returned were able to reopen small business such as shops, there is a general lack of money and materials to carry out rehabilitation and replenish stocks. People of Telafar, including tribal and religious leaders and local authorities, point to the urgent need for improved livelihood and small business loans to jump-start the economy and secure the creation of job opportunities.

Housing, Land and Property Rights

The major challenge related to housing, land and property rights in Telafar is related to compensation claims. While mechanisms are in place for victims of violence to claim compensation, including for destroyed or damaged houses and properties, they are hindered by several factors. First, there is a general lack of awareness among IDPs and returnees on their housing, land and property rights, and on the possibility of claiming compensation. Second, those who do present claims face multiple challenges, such as lack of knowledge of requirements and a lengthy, costly process – for example, the submission process requires six to twelve months in Ninewa Governorate. Third, many claims cannot be processed due to missing or incomplete records to support them. Certain groups, such as female-headed households and ethnic or religious minorities, find it especially difficult to access compensation, as observed in Telafar.

(3) Al-Baaj District

Al-Baaj District was known for its fertile land and rich agricultural production which used to produce approximately 15% of the agricultural production of Ninewa. The population of Baaj is primarily Sunni Arab, although improving the conditions of public facilities and services in Baaj City will also benefit minorities in surrounding villages including Yazidis and Kurds.

Reconstruction

Hundreds of houses were completely destroyed during the conflict. In addition to provision of adequate houses to returnees, Baaj is also in need of rehabilitation of public parks that were damaged and abandoned during the conflict. This will contribute not only to overall urban recovery but also to irrigation in the area, as these parks have artesian wells.

Livelihoods

Post-conflict, there are very few livelihood opportunities in Baaj, with limited work available in town and almost no work available in surrounding villages. Given the substantial reconstruction needs, it is proposed to focus on skills training of vulnerable returnees with a view to their participation in construction and rehabilitation works.

Housing, Land and Property Rights

The most widely reported legal issue in Baaj was looted property, such as generators, pumps, household appliances, furniture, farming equipment and vehicles. However the process for requesting and receiving compensation for these losses has been extremely challenging. There is no functioning office in Baaj to obtain or renew civil documentation, and residents in Baaj must travel to Mosul for this purpose. The ability of IDPs/returnees to successfully submit compensation claims for damaged, destroyed or looted property, and capacity of the government institutions to process the claims, can facilitate sustainable returns by ensuring that returnees have the financial resources to repair or reconstruct their properties and to reintegrate into the community with dignity. For claims to be successful, victims of conflict and community members in general must be aware of their right to compensation, adequately informed on requirements for submitting the claim, and supported in the process.

2.2.2. Sector context: policies and challenges

The proposed project is fully in line with relevant government policies, including the *General Framework Document of the National Plan for the Reconstruction and Development of the Provinces Affected by the Terrorist and Military Operations* published by the Ministry of Planning as well as the *Housing Reconstruction Strategy in Governorates affected by Terrorism and Military Operations* endorsed by the Council of Ministers in June 2019. The project is also consistent with the aims of the *National Framework for Reconstruction and Development*, and the principles of the *National Development Plan*, particularly in relation to the Housing and Accommodation Sector.

Two scenarios are envisaged for the construction of new housing units: (1) building a new core house in-situ, i.e. on the same land plot where the destroyed house existed; and (2) establish a site for multiple low-cost housing units. Based on preliminary assessments, it is most likely scenario (1) will be applied for Sinjar, and scenario (2) will be applied for Telafar and Baaj. For scenario (1), the newly-constructed house will be owned by the beneficiary. For scenario (2), a government-owned land for housing site will be allocated by the government. Under scenario (2), the housing units will be owned by the government, and beneficiaries will have a tenant agreement with the government. This is in line with the policy of the Government of Iraq for housing reconstruction, as stated in the *General Framework Document of the National Plan for the Reconstruction and Development of the Provinces Affected by the Terrorist and Military Operations*.

Additionally, UN-Habitat has been working on housing, land and property rights in Iraq since 2016 as the lead agency in this field. In Sinjar, UN-Habitat has mapped property claims to record wide range of land rights including private, public and customary/traditional, as well as both individual and group rights, addressing both rights and claims. After community-based consultations and in collaboration with the local authorities, more than 3,100 Occupancy Certificates were issued to Yazidi returnees as of August 2019, recognizing the housing occupancy rights for the Yazidis for the first time in modern history in the northern parts of Sinjar Mountain. UN-Habitat is also currently implementing housing, land and property rights activities including mediation support and provision of legal support to file compensation claims in Mosul and Telafar. UN-Habitat's initiative to address housing, land and property rights of the Yazidis in Sinjar has been strongly supported and fully endorsed by the Prime Minister's Office and the Ministry of Justice, which resulted in official agreement with the Prime Minister's Office by jointly drafting legal decree which has been submitted to Prime Minister to replace the occupancy certificate and recognize as property ownership document. The project is also fully in line with the new *United Nations Sustainable Development Cooperation Framework for Iraq*, which is to be launched in the beginning of 2020. The project is most relevant to Strategic Priority 2 "Growing the Economy for All", as it engages returnees in vocational training and support their livelihoods, and Strategic Priority 3 "Strengthening Institutions and Services" as it provides adequate shelter and basic infrastructure to vulnerable returnees.

The Action is fully aligned with the provisions of the EU Trust Fund revised Constitutive Agreement adopted in 2016 which foresees support for Iraqi IDPs in light of the Da'esh crisis affecting Iraq. From an EU perspective it is also important to refer to the core principles of the Global Compact on Refugees, the Agenda 2030 and the rollout of the European Union policy framework on forced displacement (Lives in Dignity). The EU's strategic aim is lasting peace, stability and security in Iraq as well as in the region. This Action is fully in line with both the Multiannual Indicative Programme for the 2018-2020 Thematic Programme on Global Public Goods and Challenges – Migration and Asylum and with the 'EU Strategy for Iraq' adopted by

the Council on 22 January 2018. Furthermore, this Action will be complementary with other EU assistance deployed in Iraq and is fully in line with the recently-adopted EU-Iraq Partnership and Cooperation Agreement, the first contractual relation between the two countries. It highlights the long term engagement of the EU in creating a legal framework for cooperation between Iraq and the EU on areas of mutual interest such as democracy and human rights, economic and trade matters, migration, security, energy, the environment among others.

The humanitarian community defines its engagement through the Humanitarian Response Plan (HRP) 2019 and the Humanitarian Needs Overview (HNO) 2020. The objectives of the HRP and HNO prepare the ground for stabilization and reconstruction initiatives such as the one outlined in this Action Document.

2.3. Lessons learnt

- The Iraq context calls for a comprehensive approach not only addressing Syrian refugees but Iraqis in need of assistance in general (over 4 million people) and IDPs (1.5 million), returnees and their host communities.
- Iraq is affected simultaneously by multiple crises; security, humanitarian, political, and economic. Strong interlinkages in terms of planning, programing, and implementation for EU humanitarian, post conflict and longer term interventions remains key. Complementarities and added value of different EU instruments have to be maximised, for a more strategic, comprehensive and effective EU support in Iraq.
- The challenging context in Iraq also affects organisational establishment in the country. Registration for international NGOs and access to some of the most affected areas are difficult to achieve with the national authorities at central government level. For all international partners (INGOs and UN) it remains a challenge to have an operational foothold in the country not least due to the volatile security situation. For rapid and effective implementation of programs the selection of established locally-based implementing partners and a degree of geographical flexibility in the design of programmes are necessary to keep the risks of implementation delays and transitional costs to a minimum.
- UN-Habitat has been implementing large numbers of projects in Iraq to support IDPs and returnees with a methodology to the proposed project. Under the EUTF Syria funded project on *Strengthening the Long-Term Resilience of Subnational Authorities in Countries Affected by the Syrian and Iraqi Crises* UN-Habitat is currently: (a) rehabilitating total 1,000 war-damaged houses and small-scale community water networks, and (b) addressing housing, land and property rights of returnees and refugees in five conflict-affected cities including Sinjar City. Under the DCI/MIDEAST/2018/041-105: *Supporting Recovery and Stabilisation through Local Government in Iraq* (LADP III) UN-Habitat is working to strengthen local authorities in nine Governorates including Ninewa where they have conducted reconstruction and rehabilitation activities of, inter-alia, public spaces and facilities.
- In the context of the two EU-supported interventions above, the following lessons have been integrated into the design of this action:
 - Close coordination with local authorities from the inception phase on the strategic objectives, output and activities guarantees the political support needed throughout implementation.

- Recruitment of field engineers and community mobilization officers from the local areas helps strengthen local capacities and ensure effective and efficient communication with local authorities and community members. This also allows the project to continue its activities and field presence even under volatile security and political situations where international staff members have limited access to project sites.
- In areas liberated from Da'esh, most UN agencies and NGOs have rehabilitated houses with minor damage (i.e. defined as houses with damage of less than US\$ 1,500 to rehabilitate) or major damage (i.e. defined as houses with damage of less than US\$ 5,000 to rehabilitate). This resulted in those whose houses are severely damaged (i.e. defined as houses with damage of less than \$15,000 to rehabilitate) or fully destroyed (i.e. defined as houses that cannot be rehabilitated and therefore need to be demolished and rebuilt) remaining without much support. Government counterparts and community members have repeatedly expressed that those who are in the direst need are those with houses that are severely damaged or fully destroyed. The proposed project specifically targets to construct low-cost housing units to support those whose houses are fully destroyed to encourage sustainable return.
- Combining vocational training and livelihood support with rehabilitation and construction activities significantly contributes to enhance the sense of ownership and engagement among community members.
- Addressing housing, land and property rights issues as part of the overall recovery and reconstruction support is a key aspect to supporting sustainable return and reintegration of IDPs in Iraq. It is important to consider how the context of housing, land and property rights and fragile tenure security of ethnic minorities can contribute to social tensions and proclivity to conflict. By addressing compensation claims and promoting access to justice by victims of conflict, the safe and sustainable return and integration of marginalized minorities stand better chances.
- Holding separate sessions for women when conducting awareness-raising activities and focus group discussions helps to make sure that their voices are heard.

2.4. Complementary actions

The Action contributes to the EU's overall objective of promoting lasting peace, stability and security in Iraq and the region, and the EUTF's objective of addressing the needs of refugees from Syria in neighbouring countries, IDPs and host communities, in particular as regards to resilience and early recovery.

Support to sustainable returns and peacebuilding in Ninewa under this Action Document builds upon previous and existing EU actions including:

- T04.172 – *Strengthening the Long-Term Resilience of Subnational Authorities in Countries Affected by the Syrian and Iraqi Crises*: under this project running until December 2021, UN-Habitat is currently rehabilitating 200 war-damaged houses and small-scale community water infrastructure in Sinjar City. The action integrates

significant lessons learned from this intervention and will represent a consolidation and extension of the activities undertaken.

- DCI/MIDEAST/2018/041-105: *Supporting Recovery and Stabilisation through Local Government in Iraq* (LADP III) also works through UNDP and UN-Habitat on strengthening local authorities in nine Governorates including Ninewa where UN-Habitat has been conducting reconstruction and rehabilitation activities of, inter-alia, public spaces and facilities. The action draws on the activities of this intervention and applies similar models to other areas of Ninewa, thereby contributing to a consolidation and extension of the intervention.
- T04.200 – *QUDRA Phase II* in Iraq will focus on new components in the liberated areas. Still in its inception phase and due to run until August 2022, the exact areas of intervention have not formally been agreed but any possible synergies with other EU funded actions will be leveraged.
- T04.121 – ACTED consortium is implementing a project on “*Supporting resilience of host communities, returnees and IDPs in Iraq*” ending in July 2020 with livelihoods and WASH interventions in a number of Districts in Ninewa including Sinjar and Telafar. The proposed action refers to rehabilitation activities conducted under this intervention and would represent a consolidation and extension of these activities.
- T04.52 – MAG is working in Ninewa with EUTF Madad support on *integrated mine action* until June 2020 to contribute to the restoration of physical safety for conflict affected populations and reduce the risk of harm by removing UXO, ERW and mines and providing mine risk education to vulnerable groups. This includes Sinjar and Sinuni sub-districts which will be targeted under this action UNMAS is conducting similar work under a bilateral intervention through DCI. Mine action represents a critical first step for any form of rehabilitation and reconstructions as well as for ensuring sustainable and safe returns.
- T04.53 – FAO is working on the *rehabilitation of the Al Jazeera Irrigation Scheme* in north-western Ninewa to restore water to over 70,000 ha of fertile agricultural land and the farming communities that have been deprived of their livelihoods since the Da’esh occupation. This is also complementary to the ongoing DCI project with FAO on *Support to agricultural livelihoods of rural and peri-urban returnees and communities in Ninewa Governorate*. These two projects will support the revival of agricultural and economic activities in the districts targeted under the proposed action, reinforcing the support to sustainable returns.
- The EU is also contributing through DCI to the UN’s Funding Facility for Stabilisation (FFS) which is providing stabilisation and reconstruction activities to the liberated governorates including Ninewa.

During the negotiation discussions, adequate coordination between lead implementers and key national and international stakeholders will have to be put in place in order to ensure synergies and avoid all possible overlapping.

2.5. Donor co-ordination

In the post-Da'esh transition, the international cooperation landscape in Iraq encompasses humanitarian, stabilisation and development programmes, currently being implemented across the country. The humanitarian and stabilisation needs, being more urgent, have attracted most of the government's and international community's attention, leading to the establishment of active mechanisms for strategic and operational dialogue and coordination in this area.

An Executive Committee for Recovery, Reconstruction, and Development has been established by the Government of Iraq to provide a coordination platform for strategic guidance on strategic national priorities, as articulated in the government Programme 2018-2022 and to monitor the implementation of the Reconstruction and Development program, the use of national and international financing, and the results on the ground. The EU Delegation holds a permanent chair on the Executive Committee however the Committee has yet to become fully operational.

The EU-Iraq PCA provides the mechanisms to consolidate cooperation between the EU and Iraq. There are three specific areas of mutual interest which have been defined to-date under the PCA: Migration, Democracy and Human Rights and Trade and Related Policies. The architecture under the PCA allows for structured consultations and a regular dialogue on the above mentioned areas. However little progress has been possible to-date since government efforts have been focusing on the fight against Da'esh, territorial and regional tensions, and the developments which have paralyzed the country from October 2019. This said, the completion of the ratification process in August 2018 gave a new momentum to the PCA and its structured dialogues, with upcoming sub-committee meetings foreseen on i) human rights and democracy; ii) trade and related issues; and iii) energy and related issues.

The EU Delegation's Development Cooperation section organises and chairs regular development counsellors meetings, bringing together EU Member States and EU cooperation agencies as well as non-EU partners on an ad-hoc basis, in an effort to ensure a timely exchange of information among EU actors present in Iraq and the alignment of their development policies and programmes. Besides that, two Humanitarian-Stabilization-Development Nexus workshops have been organized in 2017-2018, including EU Member States and international partners, to improve coordination and joint programming.

The EU Delegation also takes part in various working groups including the Returns Working Group (IOM) and the Ninewa peace and Reconciliation Working Group (PRWG). In Baghdad, EU Member States and the EU Delegation are coordinating closely on joint messaging for Sinjar in particular. In Brussels, EU and MS coordinate in the EU Council Working Party Middle East and Gulf. At operational level, coordination between implementing partners, national and international stakeholders will be ensured so as to leverage synergies and avoid duplication or overlap.

3. DETAILED DESCRIPTION

3.1. Objectives/Expected Results

The **Overall Objective** of the programme is *“to facilitate sustainable returns, urban recovery and peacebuilding in western Ninewa”*..

It is proposed to focus the Action on the Districts of Sinjar, Telafar and al-Baaj, some of the most severely affected districts of western Ninewa bordering North East Syria.

The **Specific Objectives** (SO) are:

- SO1: Living and housing conditions of vulnerable returnees in western Ninewa are improved.
- SO2: Livelihoods in targeted districts are redeveloped.
- SO3: Housing, land and property rights of returnees are protected and local authorities have developed their capacity to address housing, land and property rights issues.

The **expected results** are listed in relation to the specific objectives they will contribute to achieving:

SO 1	Output 1.1: A neighbourhood profile is developed for the targeted areas of Sinjar, Telafar and Baaj.
	Output 1.2: Total 450 low-cost housing units and accompanying basic infrastructure are constructed in Sinjar, Telafar and Baaj.
	Output 1.3: Key public infrastructure and spaces are rehabilitated in Sinjar, Telafar and Baaj.
SO 2	Output 2.1: Key market places and water facilities are rehabilitated in Sinjar and Telafar.
	Output 2.2: Total 1,200 returnees including both men and women in Sinjar, Telafar and Baaj are provided with vocational training and employed under rehabilitation and construction activities.
SO 3	Output 3.1: 4,000 Occupancy Certificates are issued in Sinjar.
	Output 3.2: Returnees in Sinjar, Telafar and Baaj receive awareness-raising and legal support on their housing, land and property rights and filing compensation claims.
	Output 3.3: Training on managing housing, land and property rights issues are delivered to local authorities in Sinjar, Telafar and Baaj.

An indicative logframe reflecting all of the above is included in Annex 1.

3.2. Activities

The main activities proposed are:

- Activity 1-1-1: Conduct damage assessment and develop neighbourhood profile for each area.
- Activity 1-1-2: Identify public facilities to be rehabilitated and locations to construct low-cost housing.
- Activity 1-2-1: Develop design, site plans and bill of quantities (BOQ) for construction of low-cost housing units.
- Activity 1-2-2: Construct low-cost housing units and accompanying basic infrastructure including water networks.

- Activity 1-3-1: Develop BOQ for rehabilitation of the selected public facilities including health centres and public parks in Sinuni, Sinjar and Baaj
- Activity 1-3-2: Rehabilitate selected public facilities.
- Activity 2-1-1: Develop BOQ for rehabilitation of the selected public market places.
- Activity 2-1-2: Rehabilitate the selected public market places.
- Activity 2-2-1: Identify livelihood needs and available capacities of the returnees and community members through community consultations in Sinjar, Telafar and Baaj.
- Activity 2-2-2: Develop plans for vocational training based on the findings of the needs and capacity assessments.
- Activity 2-2-3: Deliver vocational training sessions in collaboration with the implementing partners.
- Activity 2-2-4: Agree with partners of the rehabilitation and construction activities to employ returnees and members of the targeted communities.
- Activity 2-2-5: Monitor the employment records for the beneficiaries employed.
- Activity 3-1-1: Conduct field assessment and community consultation meetings to verify the occupancy claims of returnees.
- Activity 3-1-2: Issue and distribute Occupancy Certificates based on the verified claims.
- Activity 3-2-1: Awareness-raising sessions on housing, land and property rights and procedures in Sinjar, Telafar and Baaj.
- Activity 3-2-2: Provide legal support to returnees in Sinjar, Telafar and Baaj, to file compensation claims.
- Activity 3-3-1: Capacity assessment of local authorities in Sinjar, Telafar and Baaj, on management of housing, land and property rights issues.
- Activity 3-3-2: Develop plans for capacity development training based on the findings.
- Activity 3-3-3: Deliver capacity development sessions targeting local authorities and Real Estate Registration Office.

3.3. Risks and assumptions

Risk	Likelihood of risk	Impact if risk occurs	Risk mitigation measures
Security situation deteriorates in Iraq and/or the project areas and the project team will not have access to the project sites.	Medium-High	Medium	Recruit field engineers and community mobilization officers locally so that the project activities can continue even without the presence of international staff members.
Contractors and	Medium-	High	Maintain coordination with local

implementing partners will not have access to the project sites.	High		authorities and UN Office for Coordination of Humanitarian Affairs to monitor access situation; Facilitate access through issuance of official letters to the contractors and implementing partners stating that they work for the UN-Habitat.
Social/cultural tensions may be caused between different ethnic groups within beneficiaries and prevents implementation of project activities.	Low	High	Ensure both local authorities and community members are informed of and consulted about the project activities from the inception phase of the project; Engage community/religious leaders when selecting beneficiaries.
Economic inflation may cause increase in the price of construction materials and labours.	Medium	Low	Market prices to be regularly and scope of works and BOQs prepared for different construction and rehabilitation activities to ensure estimated costs remain within the allocated budget.
Limited GoI commitment to the reconstruction and durable solutions agendas and very limited engagement demonstrated to date.	High	Low	Despite limited engagement and commitment at central government level, Ninewa Governorate has demonstrated its commitment to reconstruction. This Action will be closely coordinated at municipality and governorate level who will be involved as stakeholders.

3.4. Cross-cutting issues

In addition to contributing to the core objectives of **peacebuilding and reconciliation**, the Action will contribute to tackling the pressing issue of **protracted displacement** and address some of the root causes contributing to **migration** and **radicalisation** in an area still vulnerable to a resurgent Da'esh. The intervention will focus on vulnerable populations including **ethnic and religious minorities** and adopt a **gender responsive** approach. At its core, the Action seeks to address violations of housing, land and property rights that pose a serious obstacle to safe return, potentially resulting in increased **social tension and violence** and leading to secondary and protracted displacement.

The action will adopt a **rights based approach**, seeking in particular to ensure inclusive participation and following the *do no harm* principles. Vulnerability criteria will be included in the selection of beneficiaries which will take account of **gender**, disability other circumstances. By working through a local team, the project will ensure it is rooted in local customs and understands the complex socio-economic, ethnic and religious context of each target district. Women headed households, widows, pregnant and lactating women will be

factored in to the selection of beneficiaries, especially for the attribution of low-cost housing units. Furthermore, the intervention will help ensure women's participation by, for example, holding separate sessions for females when conducting awareness-raising activities and focus group discussions. UN-Habitat works on gender equality in conjunction with women and women's organizations by providing platforms and opportunities for grassroots women to have a voice in local urban development and the global urban agenda. UN-Habitat engages local women in all programmatic work, ensuring that women have a strong voice in policies and programmes that affect them.

The intervention will ensure that the construction of new housing units respects **environmental** and local architectural practices whilst ensuring a maximum coverage of beneficiaries through increased housing capacity. Environmental concerns and reduction of energy consumption will be strongly promoted while implementing the physical rehabilitation activities, in line with the commitments signed under the *Paris Climate Agreement* and notion of *Building Back Better* recommended by the UN Office for Disaster Risk Reduction (UNISDR). UN-Habitat is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters within the UN system.

3.5. Stakeholders

The following stakeholders have been identified:

- Primary beneficiaries of financial support will be internally displaced persons and minorities, including Yazidis, Christians, Turkmens, as well as Kurds, Sunni and Shia Arabs;
- Local host communities and returnee populations;
- Municipalities in Sinjar District, Telafar District, and Baaj District as partners in the urban recovery process
- Real Estate Registration Office as beneficiary of capacity building;
- Governorate of Ninewa, Prime Minister's Office, Ministry of Construction, Housing, Municipalities and Public Works as partners in the urban recovery process;
- Other international partners, especially NGOs and international organisations working on rehabilitation and livelihoods in the target districts, including EUTF-funded projects listed above.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures pursuant to Article 215 TFEU. In order to implement this action, it is not foreseen to conclude a financing agreement with the government of the partner countries.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.1 and 3.2 will be carried out is maximum **36 months** from adoption of this Action Document by the Operational Board with potential of extension of implementation of activities until 14 December 2023.

4.3. Implementation components and modules

In order to respond to the complex needs in Sinjar District and other vulnerable areas of western Ninewa, and to proceed in a short timeframe, a **Contribution Agreement** (Indirect Management) is foreseen. The Contribution Agreement will be signed with an implementing agency that will be selected by the Commission services using the following criteria:

- capacity to absorb considerable aid funds in a short period whilst maintaining required accountability standards;
- capacity to intervene in the complex context of Sinjar District;
- capacity to provide an integrated technical and social approach for the target communities;
- capacity to implement projects in land, housing and property rights and urban recovery;
- possibility to scale up existing operations and/or introduce new activities within their portfolio or to provide additional co-funding

In view of the above, **UN Habitat** has been identified as a possible partner based on their strong foothold in the country, years of experience in collaborating with the Iraqi government, presence in Sinjar District and track-record in addressing the issues targeted by this action, including under EUTF Madad funding.

4.4. Indicative budget

Components*	Amount in EUR
Contribution agreement in indirect management with UN-Habitat	10,000,000
TOTAL	10,000,000

* Communication and visibility funds will be included in the various components

4.5. Performance monitoring

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field and liaison officers posted within the EU Delegations. In addition, the EU Trust Fund has an independent Monitoring and Evaluation exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions.

The purpose of the EUTF Syria Monitoring and Evaluation Framework is to assess, across various levels, the degree to which the Overall Objective of the Trust Fund has been achieved. Partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the EUTF Syria as well as with the reporting requirements and tools being developed by the EU Trust Fund.

The implementing partner shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports and final reports.

The European Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The monitoring and evaluation exercises noted above will represent milestones in the implementation of the activities. These regular assessments will constitute a basis for a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation.

4.6. Evaluation and audit

Overall, evaluation of the EUTF is mandated by the Constitutive Agreement of the Fund (article 13): “The Trust Fund and the Actions financed by it will be subject to the evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness.” Detailed provisions for the Evaluation of EUTF-funded Actions are defined by the strategy for portfolio evaluations.

To support the fulfilment of the mandate of the EUTF reinforcing the EUTF capacity to bring a change in the cooperation area, the projects will carry out a number of evaluations.

Projects should carry out a final evaluation, and one external audit per year. A mid-term evaluation may also be considered. Whenever possible, evaluations will be jointly carried out by partners.

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission.

4.7. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Beneficiaries, host communities and administrations in Syria's neighbouring countries, the European public, EU Members States and other stakeholders of the Trust Fund need to be informed about the EU's efforts as the leading donor in the Syria crisis response. Insufficient visibility of the EU's actions weakens the EU's political traction in the region and its standing in Europe. Unsatisfactory recognition of knowledge of EU assistance also has a potential to negatively affect the EU's political efforts to resolve the Syria crisis and its future role in a post-peace agreement transition.

Communication and visibility is an important part of all EUTF Syria programmes and must be factored in to underline the programme's importance at all stages of the planning and implementation. Each implementer is required to draw up a comprehensive visibility,

communication and outreach plan for their respective target country/community and submit a copy for approval to the EUTF Syria Communication and Outreach Lead. The related costs will be covered by the project budgets. The measures shall be implemented by the implementing consortium/ia, and/or contractors, and/or grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The global objective of the EUTF Syria communication and visibility campaigns, and hence of the implementing partner, is to improve recognition, public awareness and visibility of the comprehensive and joint EU efforts to effectively address the consequences of the Syrian and Iraqi crises. This should be done by highlighting the Action's real-life impact and results among defined target audiences in the affected region but also vis-à-vis the general public, donors and stakeholders in the EU Member States. Within the context of this protracted crisis, it is increasingly important to strategically communicate the sustainability of the project's impact and the EU support, highlighting that the action also helps strengthen the host countries' national public service delivery systems and infrastructures beyond the current crisis. The Communication and Visibility Manual for European Union External Action together with specific requirements for the EUTF Syria serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the EUTF Syria's Visibility and Communications strategy all communication and outreach campaigns must be evidence-based, people-oriented and easily understandable. Regional outreach and communication must be conflict sensitive, strategic, do no harm and mindful of the differentiation in messaging for beneficiaries and stakeholders in each country of operation of the Action. The campaigns must place the beneficiaries at the centre and thus ensure adequate ownership. Messaging should have a human face, be empathic, honest, transparent, direct, unambiguous, neutral and conducive to a highly sensitive human and political environment, in addition to being gender-sensitive and gender-balanced.

Furthermore, campaigns should also include components of participatory and engaging communication, where the beneficiary becomes a key actor. This will support the EUTF Syria's programmes in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

ANNEX 1 - INDICATIVE LOGFRAME MATRIX (max. 2 pages)

The indicative logframe matrix will evolve during the lifetime of the action and can be revised as necessary: The activities, the expected outputs and related indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the Action, no amendment being required to the financing decision. The logframe matrix should be used for monitoring and reporting purposes: new lines will be added for including baselines / targets for each indicator at contracting or inception stage new columns may be added to set intermediary targets (milestones) for the output and outcome indicators whenever it is relevant, as well as to regularly update values (“current value”) for reporting purpose. The inception report should include the complete logframe (e.g. including baselines/targets). Progress reports should provide an updated logframe with current values for each indicator. The final report should enclose the logframe with baseline and final values for each indicator.

Additional note: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	Results chain: Main expected results (maximum 10)	Indicators (All indicators targeting individual beneficiaries will be disaggregated by sex and community of origin, including refugees, host communities and IDPs)	Sources and means of verification	Assumptions
Impact: Overall objective	Facilitate sustainable returns, urban recovery and peacebuilding in Western Ninewa	<p>1. <i>Number of sustainable returns facilitated in Western Ninewa</i></p> <p>2. <i>Proportion of population below the international poverty line (SDG 1.1.1)</i></p>	Final Evaluation	
Outcomes: Specific Objectives	SO 1. Living and housing conditions of vulnerable returnees in Western Ninewa are improved.	<p>1.1 <i>Number of municipalities benefiting from improved infrastructure and services (EUTF 37)</i></p> <p>1.2 <i>Number of public facilities rehabilitated and operational (parks, markets, water networks)</i></p> <p>1.3 <i>Number of food insecure people receiving assistance (EUTF RF 13_SDG 2.1.2)</i></p> <p>1.4 <i>Number of beneficiaries of rehabilitated public infrastructures</i></p>	Performance assessment, progress, monitoring and final reports	Stable political and secure environment Political influence over the work of the administration is limited and in line with the established rules and procedures
	SO 2. Livelihoods in Western Ninewa is redeveloped with focus on role of female.	<p>2.1 <i>Number of job opportunities promoted by the Trust Fund (EUTF RF 9)</i></p> <p>2.2 <i>% of trained beneficiaries that improved their living conditions (or that increased their incomes)</i></p>		

	Results chain: Main expected results (maximum 10)	Indicators (All indicators targeting individual beneficiaries will be disaggregated by sex and community of origin, including refugees, host communities and IDPs)	Sources and means of verification	Assumptions
	SO 3. Housing, land and property rights of returnees to Western Ninewa are protected with special consideration to female rights, and local authorities have developed their capacity to address housing, land and property rights issues.	<i>3.1 Number of men and women benefiting from legal support</i>		
Outputs	O1.1. Neighbourhood profiles are developed for the targeted areas of Sinjar, Telafar and Baaj	<i>1.1.1 Number of neighbourhood profiles developed</i>	Projects progress, monitoring and final reports Neighbourhood profiles	. The project team and implementing partners will have access to the project sites. Required equipment and materials will be delivered to the project sites in a timely manner. Local authorities continue to be cooperative during the implementation of the project
	O1.2. Total 700 low-cost housing units and accompanying basic infrastructure are constructed in Sinjar, Telafar and Baaj	<i>1.2.1 Number of low-cost housing units accompanied with basic infrastructure constructed</i>	Projects progress, monitoring and final reports	
	O1.3. Key public facilities are rehabilitated in Sinjar, Telafar and Baaj	<i>1.3.1 Number of public parks rehabilitated 1.3.2 Number of public water networks rehabilitated [EUTF RF 26]</i>	Damage Assessments Rehabilitation progress reports Photos (before & after)	
	O2.1. Key market places are rehabilitated in Sinjar and Telafar	<i>2.1.1 Number of market places rehabilitated</i>		
	O2.2. Returnees including both men and women in Sinjar, Telafar and Baaj are provided with vocational training	<i>2.2.1 Number of community members participating in the vocational training courses (EUTF RF 10)</i>	Projects progress, monitoring and final reports Training attendance lists	
	O3.1. Occupancy Certificates to returnees are issued in Sinjar	<i>3.1.1 Number of Occupancy Certificates issued to returnee</i>	Projects progress, monitoring and final reports Property records	

	Results chain: Main expected results (maximum 10)	Indicators (All indicators targeting individual beneficiaries will be disaggregated by sex and community of origin, including refugees, host communities and IDPs)	Sources and means of verification	Assumptions
	O3.2. Returnees in Sinjar, Telafar and Baaj receive awareness-raising and legal support on their housing, land and property rights and filing compensation claims	<i>3.2.1 Number of returnees participating in the awareness-raising sessions (EUTF RF 42)</i> <i>3.2.2. Number of individuals receiving legal support [EUTF RF 29]</i>	Projects progress, monitoring and final reports	
	O3.3. Training on managing housing, land and property rights issues are delivered to local authorities in Sinjar, Telafar and Baaj	<i>3.3.1 Number of government staff (from institutions and local organizations) trained on HLP rights (social cohesion related topics [EUTF RF 39])</i>	Course Curriculum Attendance Sheets Training Evaluation Sheets	