

Roadmap

**Accelerating the Implementation  
of the National Plan  
to Resolve Displacement in Iraq**

Limited Distribution

May 2024

## I. INTRODUCTION

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Over ten years have passed since the outset of the conflict with Islamic State in the Levant (ISIL). Between 2013 and 2017, over 6,2 million people in Iraq were forced to flee their homes. In December 2017, the Government of Iraq declared the defeat of ISIL and welcomed a new era for its citizens.

Since then, over 5 million people have been able to return to their areas of origin (AoO) and create new lives. This has been supported by the tireless efforts of the people of Iraq, the Government of Iraq, the Kurdistan Regional Government, and the international community.

### ACCELERATING SOLUTIONS TO ENDING PROTRACTED DISPLACEMENT.

Over the course of the conflict, 892,311 displaced families have been registered in the databased of the Ministry of Migration and Displacement (MOMD), out of which 550,756 families have returned and approximately 341,555 families are still registered in MOMD database as displaced families. While most communities and individuals have been able to bring an end to their displacement, the Government and its partners recognise that significant challenges remain for a number of IDP families, and some vulnerable returnees.

In light of the United Nations Secretary General Action Agenda on Internal Displacement, the Government of Iraq has invited the UN to develop a joint road map to accelerate solutions for the remaining IDPs including those that face political and security barriers to return. The Government in collaboration with the United Nations has identified 195,000 displaced families and 100,000 returnee families that remain in need of support to reach durable solutions.

## II. BUILDING ON STRONG FOUNDATIONS

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The Government of Iraq's leadership and success in finding solutions for most of the displaced population is due to a series of commendable actions, including:

**Political leadership:** The Government of Iraq has demonstrated clear political leadership to resolve the displacement of its citizens, including through the Prime Minister's commitment to find solutions through a whole-of-government approach. The Ministry of Migration and Displacement (MOMD) is the dedicated ministry responsible for displacement issues within Iraq and is supported by an Inter-Ministerial Supreme Committee. The Government of Iraq also aims to address prolonged, politically complex and unresolved displacement casefiles issues through political processes such as the Sinjar Agreement.

The Kurdistan Regional Government (KRG) has enabled the protection and support to civilians and provided access to essential services for displaced people. Furthermore, the local governments of the conflict-affected governorates lead extensive community reconciliation dialogues to facilitate solutions to displacement.

**Clear holistic solutions plan:** In 2021, the Government of Iraq launched a holistic national plan for solutions to internal displacement, with dedicated funds - such as the *National Plan Fund*. In 2023, the Iraqi Parliament, at the recommendation of the council of ministers, endorsed specific financial allocations to establish *Sinjar and Ninewa Plain Funds* - to enable the return of IDPs to these two areas. Consequently, and in support of this national efforts, the United Nations launched its durable solutions framework in Iraq to support ending protracted displacement in all affected areas. In early 2024, the Government of Iraq issued a Cabinet Resolution No 24007 to commit additional resources as entitlements and provisions for in-camp IDPs in the Kurdistan Region of Iraq. Provisions include increased return grant per household, % allocation in governmental job enrolment, expedited compensation claims, among others.

**Transitional Justice and Reparations:** Over the years, the Government of Iraq has expanded its transitional justice schemes to address communal grievances following the liberation from ISIS. These efforts are committed through

reparations payments administered by the Martyrs Foundation, or compensations through dedicated compensation committees to address house land and property damages, and the implementation of the Yazidi survivors law.

**Policies enabling solutions:** The Government of Iraq has adopted a series of dedicated policies to facilitate solutions, including establishing the Reconstruction Fund for Areas Affected by Terroristic Operations (REFAATO), return and stabilisation grants, and expanding the compensation Law No. 20.

### III. ENDURING COMMITMENT TO SOLUTIONS PRINCIPLES

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The Government of Iraq outlines, without ambiguity or prejudice, that while many IDPs aspire to eventually return to their areas of origin, not all are currently able or willing to do so. In such cases, alternatives to return, such as relocation to another place within Iraq or integrating into areas of displacement, may be necessary and/or preferred by displaced persons as a temporary or longer-term solution.

The Government of Iraq and the Kurdistan Regional Government of Iraq intend to continue their leadership on this issue, support people who cannot return to their area of origin for the time being, and support those who intend to integrate with their host community.

This document, guided by the Durable Solutions framework, aims to assist the government of Iraq in its efforts to end protracted displacement for all IDPs, in-camps and in informal settings, in Iraq through solutions pathways that are voluntary, safe, dignified and informed. The proposed timeframe for the Roadmap is 18 months from its endorsement date.

### IV. OBJECTIVES OF THE JOINT ROADMAP

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Building on the existing mechanisms and successes and recognising the remaining challenges, this road map:

- i. Reaffirms that Iraqis remaining in displacement are of common concern to the Government and the international community.
- ii. Identify priorities and actions that require converging efforts and cooperation from the government and its partners to create a pathway for solutions to displacement.
- iii. Incorporate in a single framework (The Road Map) all government provisions, entitlements and commitments that contribute to ending protracted displacement.
- iv. Provides a framework to sustain and monitor the progress on solutions to internal displacement.
- v. Ensure commitments and measures to implement the road map are sensitive to the needs of women, children, and minority groups.

## THE FRAMEWORK:

Under the four Axes of the National Plan, this roadmap identifies the following priorities and actions:

Area of convergence	The Government of Iraq will continue to support this endeavour by:	Responsibility	The United Nations will support by:	Responsibility
<b>1. Ensure the right to safe housing</b>				
<b>1.1 Deliver property compensation</b>	<ul style="list-style-type: none"> <li>Allocating the required budget to the compensation schemes [30% in 2024, 30% in 2025, 40% in 2026] for IDPs and returnees who are still facing difficulties in accessing shelter solutions.</li> <li>Adopting administrative measures and standard application process for compensation, including measures for expedited compensation for IDPs in KRI as stipulated in the Cabinet Resolution #24007 / 2024</li> </ul>	Main entity: <ul style="list-style-type: none"> <li>Prime Minister Office</li> <li>Ministry of Finance</li> <li>COMSEC/ Directorate of compensation</li> <li>Local governments<sup>1</sup></li> </ul> Support: <ul style="list-style-type: none"> <li>MoMD</li> <li>MOI KRG</li> </ul>	<ul style="list-style-type: none"> <li>Reviewing and analysing the administrative measures and application process for compensation.</li> <li>Providing logistical and technical support to compensation committee offices to ensure the defining of the beneficiaries and accelerate the disbursement process.</li> <li>Providing legal support to enable the potential beneficiaries to be eligible for compensation by facilitating access to the required documentation and informed pathways to apply for compensation</li> </ul>	<ul style="list-style-type: none"> <li>UN-Habitat</li> <li>IOM</li> <li>UNDP</li> </ul>
<b>1.2. Implement National Plan commitments to deliver safe housing</b>	<ul style="list-style-type: none"> <li>Defining IDP households that require housing support and include them in affordable housing programmes run by the MoCHPMs [10% of IDPs], including stipulated measures in the Cabinet Resolution #24007 / 2024.</li> </ul>	Main entity: <ul style="list-style-type: none"> <li>Prime Minister Office</li> <li>Ministry of Planning</li> <li>MoCHPMs</li> </ul>	<ul style="list-style-type: none"> <li>Providing technical support to analyse data, cost, and plan for housing intervention.</li> <li>Mobilize resources for the construction of low-cost shelter units.</li> </ul>	<ul style="list-style-type: none"> <li>UN-HABITAT</li> <li>UNDP</li> <li>IOM</li> <li>UNDP</li> </ul>

<sup>1</sup> Local governments of Ninewa, Kirkuk, Salah al-din, Diyala, Anbar, Baghdad, and Babil

	<ul style="list-style-type: none"> <li>Coordinating with the Central Bank of Iraq to facilitate access by the IDPs (with the intention to return/integrate) to the bank's initiative for housing</li> <li>Coordinating with the National Housing Council to ensure smooth access by IDPs (with the intention to return/integrate) to the Housing Fund Loans</li> </ul>	<ul style="list-style-type: none"> <li>COMSEC/ Directorate of compensation</li> <li>Local governments</li> <li>CBO</li> </ul> <p>Support:</p> <ul style="list-style-type: none"> <li>MoMD</li> </ul>	<ul style="list-style-type: none"> <li>In consultation with the relevant counterparts, develop, print and disseminate information with the communities.</li> </ul>	
<b>1.3. Simplify processes to enable persons who have been displaced to access housing, land and property documentation</b>	<ul style="list-style-type: none"> <li>Reforming and standardising processes related to solutions in cases of eviction and restoring missing housing, land and property (HLP) documentation</li> <li>Consulting the MoP to and the relevant entities provide data from the Unified Register of the Social Security Systems</li> </ul>	<p>Main entity:</p> <ul style="list-style-type: none"> <li>Ministry of Agriculture</li> <li>Ministry of Interior</li> <li>Ministry of Justice</li> <li>Local governments</li> </ul> <p>Support:</p> <ul style="list-style-type: none"> <li>MoP</li> <li>MoMD</li> </ul>	<ul style="list-style-type: none"> <li>Providing technical support to the government on issuance of HLP documents in areas of displacement and return.</li> <li>Assisting the upgrade of relevant government databases.</li> </ul>	<ul style="list-style-type: none"> <li>IOM</li> <li>UN-HABITAT</li> <li>UNDP</li> </ul>
<b>2. Increase access to essential infrastructure and services</b>				
<b>2.1. Provide essential infrastructure and services.</b>	<ul style="list-style-type: none"> <li>Reviewing the functionality of existing services, identifying gaps and prioritising areas of intervention in areas of return and stability.</li> <li>Disbursing funds for prioritised areas of intervention and starting implementation based on assessments conducted to areas of return or stability by the ministry of Planning, Ministry of</li> </ul>	<p>Main entity:</p> <ul style="list-style-type: none"> <li>MoP</li> <li>Planning and follow-up directorates of the local governments</li> <li>REFAATO</li> <li>Social Development Fund</li> </ul>	<ul style="list-style-type: none"> <li>Providing technical support to analyse data, cost, and plan for basic services including housing, water, electricity, schools and health interventions.</li> <li>Assist in the construction/ upgrading of existing infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP</li> <li>IOM</li> </ul>

	<p>Migration and relevant ministries with support of UN Agencies.</p>	<ul style="list-style-type: none"> <li>• Supreme Committee for Construction and Investment</li> <li>• Ministry of Housing Service and Engineering Support Team</li> <li>• MOP-KRG</li> <li>• Service Directorates</li> </ul> <p>Support:</p> <ul style="list-style-type: none"> <li>• MoMD</li> </ul>		
<b>3. Assist families with political and security barriers to return</b>				
<p><b>3.1. Assist families with political and security barriers to return</b></p>	<ul style="list-style-type: none"> <li>• Carry out intention surveys in camp and informal sites, to better analyse barriers to return, and design assistance and the support packages according to the different areas of return</li> <li>• Carry out information campaign on the durable solutions options</li> <li>• Identify communities with political and solutions barriers to return and establish a process to support their solutions pathways, this includes stipulated measures on the Cabinet resolution 24007/2024 on role of security forces and judicial committees to support overcome security barriers of return.</li> <li>• Coordinated and targeted assessments of liberated where</li> </ul>	<p>Main entity:</p> <ul style="list-style-type: none"> <li>• NSA</li> <li>• MoMD</li> <li>• JOC</li> <li>• MOI-KRG</li> <li>• JCC</li> <li>• MoI</li> <li>• MoJ</li> <li>• JSC</li> </ul>	<ul style="list-style-type: none"> <li>• Providing technical support through analysis and community engagement.</li> <li>• Promotion of social cohesion, through engagement with local Peace Committees and tribal leaders.</li> </ul>	<ul style="list-style-type: none"> <li>• UNAMI</li> <li>• IOM</li> <li>• UNHCR</li> <li>• UNDP</li> </ul>

	<p>tribal conflicts remain a barrier to return.</p> <ul style="list-style-type: none"> <li>• Develop an engagement strategy to coordinate and work with various stakeholders to resolve complex cases and facilitate the return of IDPs to hard to access areas including provide a timeframe for return of IDPs to these areas.</li> <li>• Supporting the return of IDPs to Sinjar, including provisions stipulated in the Cabinet Resolution #24007 / 2024.</li> <li>• Support the efforts of KRG and GOI in finding solutions to IDPs in the East Mosul Camps</li> </ul>			
<b>4. Enhance the stability of communities, including those that have returned</b>				
<b>4.1. Distribute return and stabilization grants for all eligible persons</b>	<ul style="list-style-type: none"> <li>• Increasing budget allocation to return and integration schemes [30% in 2024, 30% in 2025, 40% in 2026], this includes the allocated provision of MoMD grants for IDPs in KRI as stipulated in the Cabinet Resolution #24007 / 2024</li> </ul>	<ul style="list-style-type: none"> <li>• MoMD</li> <li>• MOP</li> <li>• MOI- KRG</li> <li>• JCC</li> </ul>	<ul style="list-style-type: none"> <li>• Providing technical support to MoMD to standardise standard operating procedures.</li> <li>• Providing logistical and legal support to disburse the allocations [30% in 2024, 30% in 2025, 40% in 2026]</li> </ul>	<ul style="list-style-type: none"> <li>• IOM</li> </ul>
<b>4.2. Remove remaining barriers to core civil documentation to all IDPs and returnees</b>	<ul style="list-style-type: none"> <li>• Simplifying and streamlining solutions to civil documentation related challenges through a government policy.</li> <li>• Facilitate the declaration of certain actions by the Supreme Judicial Council, Ministry of Interior, Ministry of Justice, and Ministry of health to simplify the</li> </ul>	<ul style="list-style-type: none"> <li>• SJC</li> <li>• Mol</li> <li>• MoJ</li> <li>• MoH</li> <li>• MoMD</li> </ul>	<ul style="list-style-type: none"> <li>• Proving technical and capacity support for government and national legal organizations on civil documentation procedures.</li> <li>• Provide transitional/temporary multipurpose cash assistance to households lacking civil documentation.</li> </ul>	<ul style="list-style-type: none"> <li>• IOM</li> <li>• UNHCR</li> <li>• WFP</li> </ul>

	existing procedures to access the documentation.			
<b>4.3. Include all eligible IDPs in the Iraq national social protection scheme</b>	<ul style="list-style-type: none"> <li>Assessing the eligibility of returnees, IDPs and stabilised people to access social protection schemes and include those eligible.</li> <li>Assessing and including the most socio-economically vulnerable returnees, locally integrated, relocated people in MoMD Income Generation Projects.</li> <li>Ensure all eligible IDPs are included in the Iraq national social protection schemes, namely the Social Safety Net (SSN), for IDPs to benefit from the cash assistance, and the Public Distribution System (PDS), to be received at their current locations.</li> </ul>	Main entity: <ul style="list-style-type: none"> <li>MoLSA</li> <li>MoT</li> <li>MoMD</li> </ul>	<ul style="list-style-type: none"> <li>Supporting the digitalization of the public distribution system PDS.</li> <li>Providing technical support to identify the most economically vulnerable people in need of access to food assistance.</li> <li>Prioritize the inclusion of eligible households under SSN, to ensure IDPs access cash assistance, prior to decisions being made on preferred durable solutions pathway.</li> </ul>	<ul style="list-style-type: none"> <li>UNHCR</li> <li>WFP</li> <li>IOM</li> <li>UNICEF</li> </ul>
<b>4.4. Enabling the access to sustainable income generation sources</b>	<ul style="list-style-type: none"> <li>Ensure inclusion of all eligible IDPs, returnees and vulnerable populations, with a focus on unemployed youth, to the Income Generation Projects implemented by Governmental entities, such as the Ministry of Migration and Displacement (MoMD), in cooperation with the relevant entities and Directorates.</li> <li>Extend ongoing government livelihoods and economic empowerment initiatives, to target eligible internally displaced youth.</li> </ul>	Main entity: <ul style="list-style-type: none"> <li>MoLSA</li> <li>MoMD</li> <li>MoE</li> <li>Sectoral ministries include MOT, MOA, MoIM.</li> <li>Local governments</li> </ul>	<ul style="list-style-type: none"> <li>Provide technical assistance and capacity strengthening to Governmental counterparts, to design and promote skills enhancements and training opportunities on market-relevant skills.</li> <li>Provide technical assistance and capacity strengthening to Governmental counterparts, to design and promote livelihoods initiatives focused on natural assets building and restoration.</li> <li>Provide technical assistance and capacity strengthening to</li> </ul>	<ul style="list-style-type: none"> <li>WFP</li> <li>IOM</li> <li>UNDP</li> </ul>



	<ul style="list-style-type: none"> <li>MoE % enrolment of employment in the minister's caliber as stipulated in the Cabinet Resolution #24007/2024</li> </ul>		<p>Governmental counterparts, to design and promote initiatives aiming at facilitating access to financial products for entrepreneurs and young professionals.</p> <ul style="list-style-type: none"> <li>Provide additional economic and livelihood support for IDPs</li> <li>Complement Government efforts for capacity-building and livelihood (Youth and marginalized populations)</li> </ul>	
<p><b>4.5. Integrate all IDP and returnee children into local education systems</b></p>	<ul style="list-style-type: none"> <li>The Federal MoE will allocate all the required resources (in cooperation with the KRG MoE) to ensure the access of all the IDP children within the school age to education, guided by the best interest of children. <ul style="list-style-type: none"> <li>Coordinated effort between MOE and KRG-MOE to ensure no disruption of children's education following the MoE's decision to close its representatives in the KRG.</li> </ul> </li> </ul>	<p>Main entity:</p> <ul style="list-style-type: none"> <li>Federal MoE</li> <li>KRG MoE</li> </ul> <p>Support:</p> <ul style="list-style-type: none"> <li>MoMD</li> </ul>	<ul style="list-style-type: none"> <li>Providing technical and financial assistance to plan and operationalize education integration.</li> </ul>	<ul style="list-style-type: none"> <li>UNICEF</li> </ul>

## 6. Coordination mechanism

This roadmap is coordinated under the auspices of the Supreme Committee for Relief and Shelter of IDPs, in collaboration with the United Nations. The UN Resident and Humanitarian Coordinator will coordinate the efforts of the UN in the Roadmap with GOI and KRG. The Supreme Committee will convene quarterly to monitor and review the course of implementation as needed. The Supreme Committee will be supported by a **Joint Technical Committee (JTC)** with key members from the GoI, KRG Ministry of Interior/JCCC and the UN.

The Office of the Resident Coordinator and key UN agencies will provide secretarial and technical support.

In Quarter 2 of 2024, the Joint Technical Committee will be responsible for developing the following:

- i. Workplan for implementing the Roadmap.
- ii. Financing strategy.
- iii. M&E plan.

These will be updated frequently, and progress will be shared with the **Joint Technical Committee**.

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