



Resolving Internal Displacement in Iraq: Inter-Agency Durable Solutions Strategic and Operational Framework

June 2021



DURABLE SOLUTIONS IN IRAQ

In support of government efforts to resolve internal displacement in Iraq, the international community established a durable solutions mechanism, under the leadership of the United Nations Deputy Special Representative of the Secretary General / Resident Coordinator / Humanitarian Coordinator (DSRSG / RC / HC). The mechanism works across the humanitarian-development-peace nexus, bringing together United Nations agencies, non-governmental organisations and other actors specialising in humanitarian, development, stabilisation, and peace-building activities. The mechanism serves as a common platform for coordination and implementation of activities which contribute to durable solutions to internal displacement, aiming to (1) create the space to bring different actors together from across the nexus for the purpose of addressing protracted displacement; (2) support in organising and integrating their activities in a way that supports durable solutions outcomes; and (3) develop and adapt frameworks and approaches for the Iraq context which promote adherence to international standards. The mechanism has been created to support the ability of aid actors to perform a complementary role to the Government at national and local levels, recognising that local and national authorities bear the primary responsibility to create the conditions for – and support – durable solutions for internally displaced populations.

This document, the Inter-Agency Durable Solutions Strategic and Operational Framework, is designed to frame international engagement on durable solutions, building on Government of Iraq led efforts to resolve internal displacement. This Framework complements the Government's own National Plan for Returning IDPs to Liberated Areas adopted in March 2021, through the development of strategic and specific objectives, definition of DS-specific activities and creation of the coordination mechanisms at both national and local levels necessary to achieve durable solutions outcomes. Furthermore, the Framework is designed to serve as an operational roadmap for international community efforts to support durable solutions, as part of the United National Sustainable Development Cooperation Framework, which includes durable solutions as a Strategic Priority.

This Framework has been developed with extensive inputs from members of the Durable Solutions Task Force and Durable Solutions Technical Working Group, including United Nations agencies, national and international non-governmental organisations, donors and a variety of other actors.

TABLE OF CONTENTS

Introduction	3
Situational Overview	
Displacement overview	
Return overview	
Barriers to achieving DS	
Barriers to returning home	
Barriers to DS in return areas	
Dynamics affecting local integration in displacement locations	
1. Durable solutions: bridging humanitarian, stabilisation, peacebuilding, and development	21
1.1 Target population	
2. Operational framework: objectives, activities & Implementation Approaches	24
2.1 Specific Objectives	
SO1 - Government leadership: National and local authorities lead the development and implementation of inclusive and effective strategies to support DS to displacement in Iraq for all displacement-affected people.	
SO2 - Housing and HLP: Displacement-affected populations have sustainable access to housing and security of tenure	
SO3 - Livelihoods: Displacement-affected populations have access to sustainable livelihoods and income	
SO4 - Basic services: Displacement-affected populations have equitable access to basic services (school, health, electricity, and water)	
SO5 - Documentation and rights: Displacement-affected populations have access to personal and other civil documentation and have equal access to justice.	
SO6 - Social cohesion: Displacement-affected populations are able to live together peacefully and in safety, with inter-communal trust strengthened	
SO7 - Safety and security: Displacement-affected populations feel safer and more secure in their areas of settlement	
SO8 - Facilitated movements: Displaced people in priority displacement sites are supported to pursue their intentions in a safe and dignified manner	
2.2 Coordination and Implementation	
2.2.1 DS coordination architecture and governance	
2.2.2 Local response design: Area-Based Coordination and Plans of Action	
2.2.3 Policy changes and advocacy priorities	
2.2.4 Implementation tools and approaches	
3. Monitoring progress and quality	37
3.1 Service mapping and gap analysis	
3.2 Monitoring progress towards DS	
Annex 1 - Activities contributing to DS Outcomes	38

INTRODUCTION

Under the leadership of the Prime Minister's (PM) Office, the Ministry of Planning (MoP) and the Ministry of Migration and Displacement (MoMD) have developed a national plan to address protracted displacement. Representatives from the humanitarian, development, stabilisation, and peacebuilding community provided technical support and input towards the completion of the plan through the Durable Solutions Task Force (DSTF). Building on the Government of Iraq's (GoI) overarching strategies, this document outlines an operational and strategic framework¹ to implement the national plan in an effort to support the GoI's goal of ending protracted displacement in Iraq.

Aid actors and stakeholders in Iraq recognize the difficulties in creating the necessary conditions for the safe, voluntary, and dignified return, integration, or secondary settlement for the individuals who remain internally displaced in the country. Promoting the sustainability of returns and other pathways to DS, many of which have already been pursued by internally displaced persons (IDPs), poses a variety of challenges. IDPs in Iraq currently live within a range of circumstances and contexts. These include individuals and families who are displaced in camps that are scheduled for closure in the near-term, others who reside under difficult conditions in non-camp settings including informal settlements, and returnees who have returned to areas where conditions remain critical. To address these unique challenges, joint contributions on behalf of the Government, humanitarian, development, peacebuilding, and stabilisation actors are required.

Aid actors will work jointly with the Government at the national- and local-levels to support DS outcomes. At the national-level, the DSTF – that is, the strategic-level DS working group – will work with Government counterparts to amend the United Nations Sustainable Development Cooperation Framework (UNSDCF) to include a fifth strategic priority on DS. The UNSDCF requires endorsement by the GoI and will be adjusted to align with and build upon the recently-endorsed GoI National Plan for Resolving Displacement. Developing a fifth strategic priority also requires the definition of activities, expected outcomes, and mechanisms for reporting, monitoring progress, and identifying gaps, encouraging contributions on behalf of international and non-governmental actors to national plan components in a manner that is both systematic and accountable. While the Cooperation Framework will not be the only mechanism to monitor and track progress towards

durable solutions jointly with the government – given it is a development focused UN mechanism – this offers an important avenue to ensure joint and coordinated efforts with national government counterparts to pursue durable solutions outcomes.

At the local-level, DS will be pursued through the development of localised DS Plans of Action (PoAs), developed jointly by Area-Based Coordination (ABC) groups comprising representatives of humanitarian, development, stabilisation, and peacebuilding actors, who will work hand-in-hand with local authorities. These groups, and the relevant local authorities, will jointly identify priority locations, define key interventions, agree on stakeholders to engage—including non-governmental actors, community-based organisations, community representatives, other local authorities, displacement-affected communities, and any other relevant key stakeholders—and draft PoAs based on the agreed commitments and contributions of governmental, international, and non-governmental entities. These PoAs will then be jointly implemented and monitored with the Government through existing or newly formed committees.

The approach outlined in this document builds upon and draws from a strong foundation of ongoing activities that already contribute to DS in Iraq, avoids duplication of efforts, and seeks to scale up successful approaches.² This strategy is also designed to bridge the Humanitarian Response Plan (HRP) and UNSCDF by providing a transitional approach that focuses on the resolution of protracted displacement in Iraq through effective joint programming to support the achievement of development objectives in the longer-term.

The strategy is grounded in the Inter-Agency Standing Committee's (IASC) Framework on Durable Solutions for Internally Displaced Persons (hereinafter referred to as "IASC Framework on DS") and is in line with the Humanitarian Country Team (HCT) Protection Strategy's strategic objective to integrate the centrality of protection in the post-conflict transition towards DS. The strategy centres around protection of civilians and seeks to promote DS programmes that uphold respect for the rights of individuals while maintaining their safety and dignity. Activities implemented as part of this strategy promote the physical safety, legal protection, and dignity of affected individuals, drawing upon the IASC Framework on DS and Iraqi and international human rights and humanitarian law. The strategy respects protection and conflict-sensitivity principles and employs area-based

1 Hereafter, this document may be referred to as the "operational and strategic framework", the "strategy and operational framework", the "strategy", the "operational framework", "the strategic framework", and "the framework", interchangeably.

2 Whether humanitarian, stabilization, development, or peacebuilding, there have been and continues to be significant investments and efforts towards supporting displacement-affected populations. This support includes stabilization efforts aimed at improving basic services and reconstructing housing, social cohesion programmes, livelihoods activities, data and research, and many others, all of which contribute to achieving DS and will serve as a foundation for the expansion of such approaches under this strategy.

approaches to DS; therefore, priority displacement-affected communities, independent of their displacement status, will be supported through the multisectoral assistance described herein.

The strategy has the overall objective of guiding coordinated interventions aimed at promoting that **“IDPs, returnees and other displacement-affected populations³ are supported to pursue and ultimately achieve voluntary, safe, and dignified durable solutions to their displacement through return, local integration, or settlement elsewhere in Iraq.”** Attaining a set of specific objectives that seek to address barriers to accessing and achieving sustainable solutions will be instrumental to achieving this strategic objective. As such, the strategy is built around the following principles:

- To sustainably resolve displacement, the programming and implementation phases must recognize the **overall leadership role of national and local authorities**. Local authorities have the ultimate responsibility to create the conditions to end displacement as well as to identify and support pathways to solutions to displacement. Interventions undertaken by aid actors should promote, encourage, support, and facilitate national and local authority ownership by mainstreaming processes that promote joint efforts with Government counterparts who should be part of and / or leading planning, prioritization, implementation, and monitoring of programmes. The operational and strategic framework incorporates approaches that aim to support capacity building towards this goal.
- All efforts to resolve internal displacement in Iraq must adhere to **human rights, protection, and conflict sensitivity standards**; the Guiding Principles on Internal Displacement; the IASC Framework on DS; and other principles of international and Iraqi law.
- **Voluntary, safe, and dignified choices are essential** for the successful attainment of DS and these principles form the basis for any support provided under this strategic framework. For decisions and solutions to be sustainable, the rights, needs, and legitimate interests of IDPs should be the primary considerations guiding all policies and decisions relating to internal displacement and DS.

Any programme supporting the attainment of DS should include all the necessary safeguards to preserve and uphold respect for these three core principles.

- Efforts to support DS in Iraq are closely linked with and build upon (1) the 2021 HRP commitment that the humanitarian community will work closely with stabilization, DS, and development actors to facilitate a coordinated approach to addressing the drivers of humanitarian needs and facilitating efforts to ending displacement; (2) the HCT's Protection Strategy and its strategic objective to integrate the centrality of protection in the post-conflict transition towards DS; (3) the joint United Nations approach to community-based reconciliation and reintegration of children, young people, and adults formerly associated with the Islamic State of Iraq and the Levant (ISIL) in Iraq, notably its strong focus on the need to improve protection efforts by addressing policy and legislative issues that hinder community return and reconciliation such as those related to compensation, civil documentation, and security clearance processes; and (4) the UNSDCF. This strategy is designed to guide action by international and non-governmental partners in the context of the UNSDCF's strategic DS priorities and, at the same time, recognizes the ways in which the DS approach falls within the humanitarian / development nexus, seeking to link with the 2021 HRP, where appropriate.
- Delivering this strategy will require **coordinated, multisectoral, and layered interventions** in which the support of multiple agencies with different sector competencies and approaches (humanitarian, stabilization, development, and peace) will be essential to the efficacy of this strategy. Recognizing the significant ongoing work towards supporting DS in Iraq, this strategy builds upon existing projects, resources, coordination mechanisms, and methodologies to the greatest possible extent while avoiding duplication of efforts.
- Progress towards the achievement of DS will be monitored over time and across all displacement-affected population groups. The IASC criteria for DS will remain the framework of reference for monitoring progress, contextualised, as appropriate, under the guidance of the DSTWG.

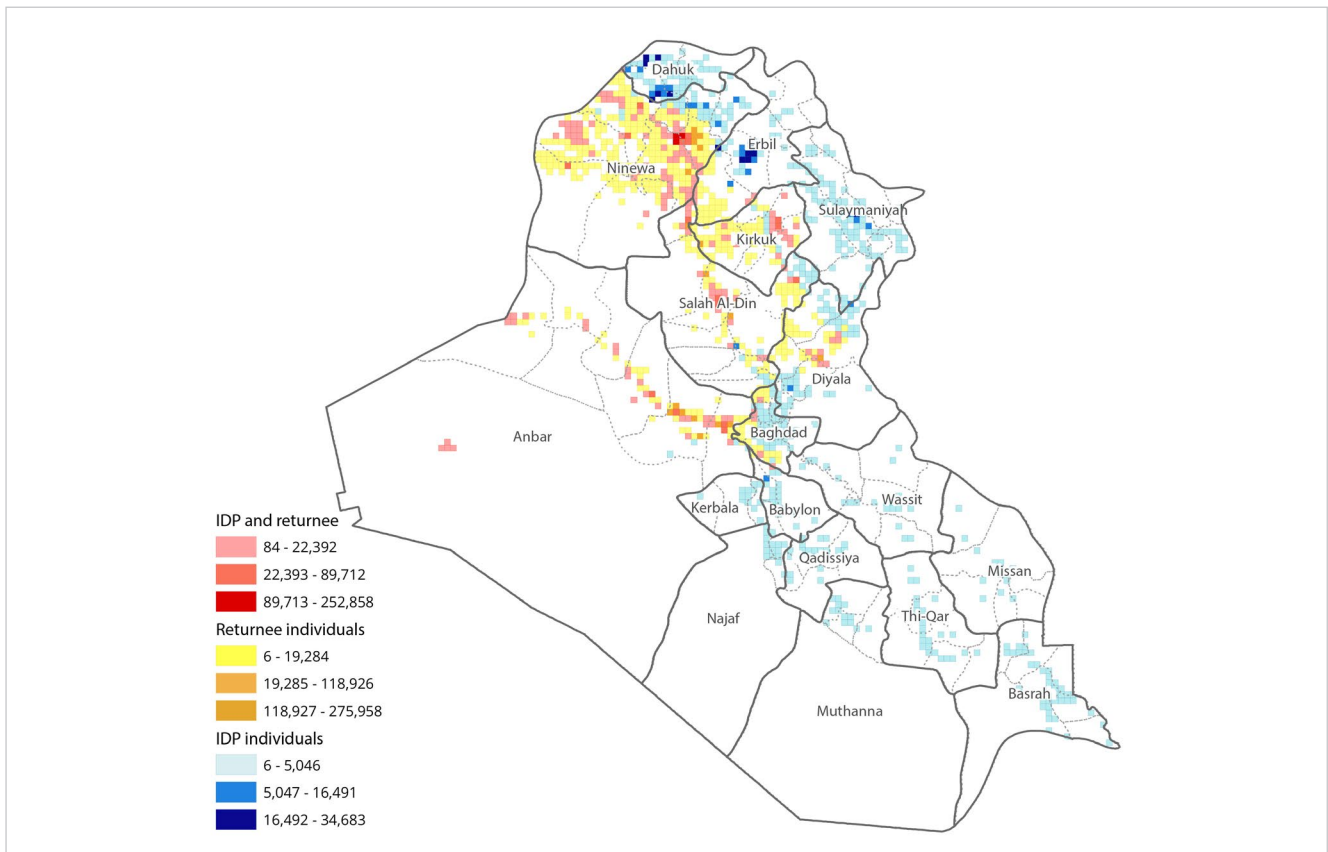
³ The term “Displacement-affected” populations or communities refers to all individuals who have been affected by displacement (whether positively or negatively) even if they were not displaced themselves. These groups typically include host communities (during displacement or in locations of return or integration), but also refugees or migrants living in communities affected by internal displacement. For the achievement of DS to be successful, “[...] populations and communities that (re-)integrate IDPs and whose needs may be comparable, should not be neglected. The arrival and integration of IDPs will likely place a considerable burden on existing community services and resources. Ensuring a community-based approach that addresses the needs of IDPs and those receiving them may mitigate risks of tensions between the two populations, and support a more effective integration or reintegration of IDPs” (Human Rights Council (2010), A/HRC/13/21/Add. 4 - Framework on DS for IDPs, Section III (h), p. 11)

SITUATIONAL OVERVIEW

As of 28 February 2021, there are just over 1.2 million people remaining in displacement in Iraq due to the conflict with ISIL. Of these individuals, 187,555 currently reside in camps while 4.85 million who were once displaced have now returned to their areas of origin (AoO).⁴

Once ISIL violence began to cease across Iraq, conflict-affected areas in the country initially experienced an increase in returns of their internally displaced populations. Over time, however, the pace of returns have slowed and IDPs who have not yet returned are increasingly in or at risk of protracted displacement. Many of those remaining in displacement face one or more substantial obstacles to achieving a durable solution, whether in their AoO, in areas of displacement, or in other locations. At the same time, there is an increased desire on the part of the GoI to consolidate or close camps and facilitate return for the remaining IDPs in a relatively short timeframe (within 2021).

Figure 1: Presence of IDPs and returnees across Iraq as of 28 February 2021⁵



4 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

5 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

Figure 2: Number of IDPs and returnees over time⁶



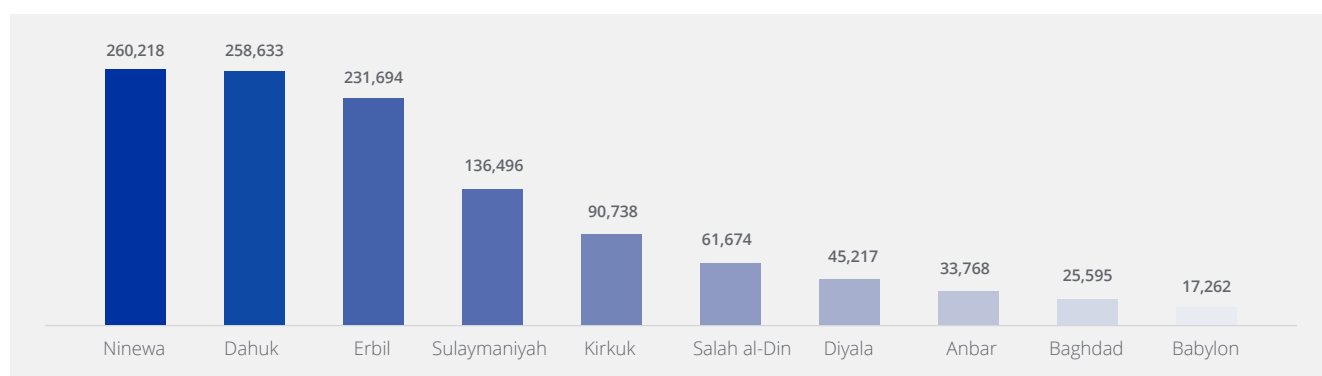
Even among those who have already returned, substantial challenges remain to achieving a truly sustainable and durable solution through which they will not face the prospect of falling back into displacement or heightened levels of vulnerability resulting from their displacement. Such challenges are often linked to high levels of conflict-related damage to housing and infrastructure; lack of access to jobs

and income generating activities, particularly among women and young people; social cohesion challenges; safety and security issues, including high levels of community violence and sexual violence against women and girls as well as men and boys; lack of access to civil documentation; and other factors. The subsequent sections provide more information on the displacement and return context.

DISPLACEMENT OVERVIEW

As at 28 February 2021, a total of 1,205,767 individuals remain displaced as a result of the ISIL conflict across 18 governorates and 105 districts in Iraq. The main governorates of displacement are Ninewa (260,218), Dahuk (258,633), Erbil (231,694), Sulaymaniyah (136,496) and Kirkuk (90,738). Districts hosting the highest number of IDPs include Erbil in Erbil (214,755), Sumel in Dahuk (142,735), and Mosul in Ninewa (106,720).⁷

Figure 3: Distribution of IDPs across the main governorates of displacement as of 28 February 2021⁸



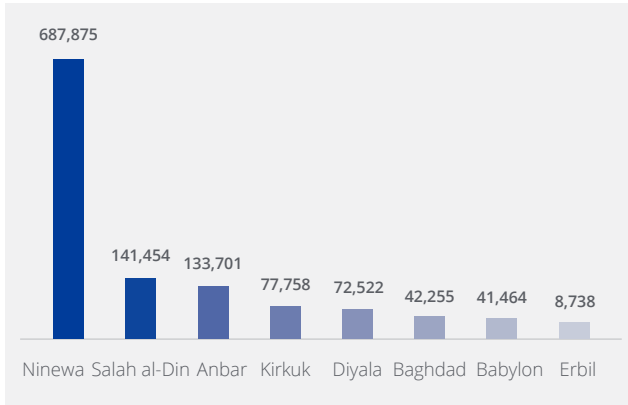
6 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

7 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

8 Note that only the top 10 governorates of displacement are shown in the chart. The following governorates also host IDPs: Kerbala (12,804 individuals), Najaf (10,818 individuals), Basra (5,928 individuals), Wassit (4,968 individuals), Qadissiya (3,714 individuals), Thi-Qar (3,270 individuals), Missan (2,040 individuals), and Muthanna (930 individuals). For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

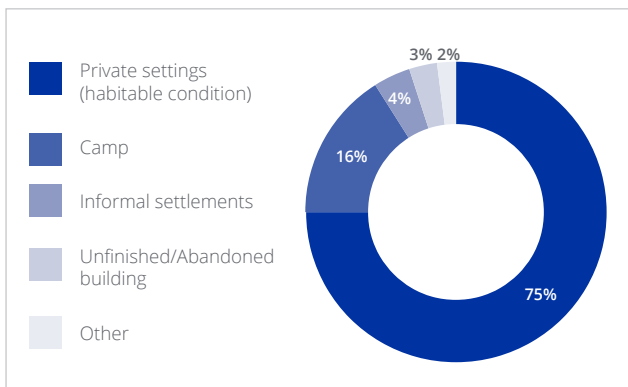
In terms of governorates of origin, the highest number of IDPs, by far, are originally from Ninewa governorate (687,875 IDPs, comprising 57 per cent of those displaced) and originate specifically from Mosul (255,921 IDPs), Sinjar (202,231 IDPs), and Al-Ba’aj (96,939 IDPs) districts. The second and third largest shares of IDPs come from Salah al-Din (141,454 IDPs, comprising 12 per cent of those displaced) and Anbar (133,701 IDPs, comprising 11 per cent of those displaced).⁹

Figure 4: Distribution of IDPs from AoO across different governorates as of 28 February 2021



Across the country, the majority of IDPs live in out-of-camp settings. A total of 912,234 IDPs live in private settings evaluated to be of habitable conditions (75 per cent) and 187,555 IDPs live in camps (16 per cent). The next highest number of IDPs reside in informal settlements (46,842 individuals, comprising 4 per cent) as well as unfinished/abandoned buildings (34,224 individuals, comprising at 3 per cent).¹⁰

Figure 5: Distribution of IDPs according to different shelter type



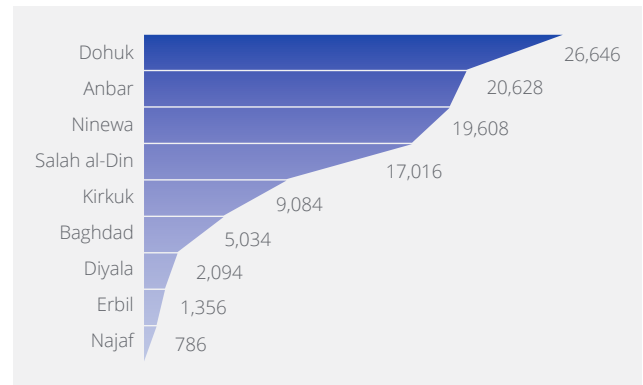
9 The top districts of origin in Salah al-Din are Tuz Khurmatu (40,081 individuals), Baiji (30,939 individuals) and Balad (29,253 individuals). Districts of origin in Anbar are Ramadi (66,656 individuals), Falluja (48,147 individuals), and Al-Ka’im (10,092 individuals). For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

10 As of the time of writing, smaller numbers of IDPs reside in the following types of shelters: uninhabitable rentals (11,766; 1 per cent), other formal settlements/collective centres (8,508; 1 per cent), school buildings (1,692; <1 per cent), religious buildings (1,230; <1 per cent), and unknown shelter types (768; <1 per cent). These shelter types are categorised under “Other” in Figure 5. For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

11 This includes informal settlements/collective centres (including religious buildings and schools), abandoned or unfinished building, non-residential structures, and rental accommodations classified as uninhabitable

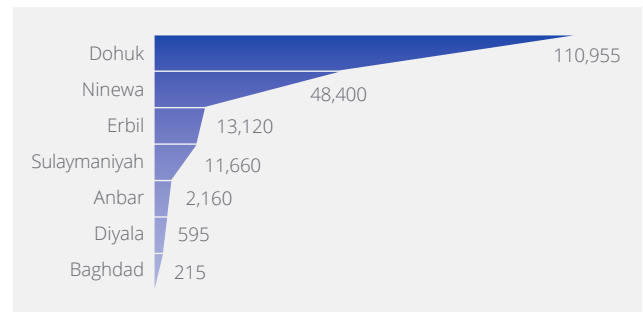
The majority of IDPs who live in shelters in critical condition¹¹ are in the governorates of Dohuk (26,646 individuals, comprising 25 per cent), Anbar (20,628 individuals, comprising 20 per cent), Ninewa (19,608 individuals, comprising 19 per cent), and Salah al-Din (17,016 individuals, comprising 16 per cent).

Figure 6: Distribution of IDPs living in out-of-camp settings (in shelters in critical condition) by governorate



In addition, a total of 187,555 IDPs live in camp settings, mainly in the governorates of Dohuk (110,955 individuals, comprising 59 per cent), and Ninewa (48,400 individuals, comprising 26 per cent).

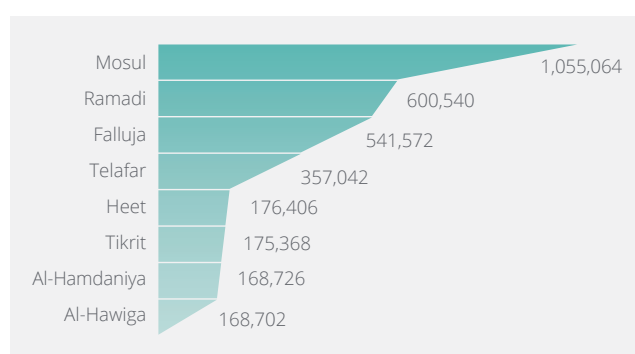
Figure 7: Distribution of IDPs living in camp settings by governorate



RETURN OVERVIEW

As of 31 December 2020, a total of 4,851,816 individuals have returned to their AoO across 38 districts in Iraq. Ninewa governorate has received the highest number of returnees (1,904,358 individuals), especially to the districts of Mosul (1,055,064 individuals) and Telafar (357,042 individuals). In addition, a significant number of IDPs have returned to Anbar governorate (1,505,412 individuals), mainly to the districts of Ramadi (600,540 individuals) and Falluja (541,572 individuals).¹²

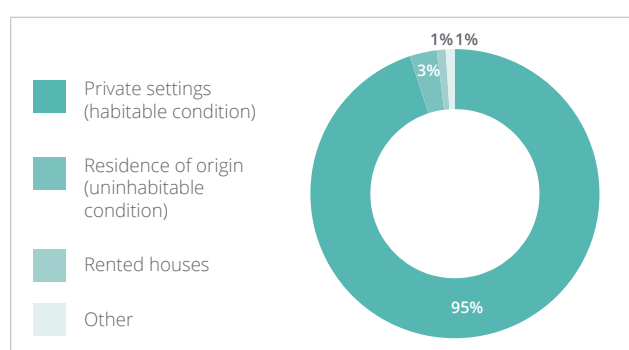
Figure 8: Main districts of return as of 31 December 2020¹³



Among those who have returned to their AoO, roughly a quarter had previously been displaced in Ninewa (1,332,264 individuals, comprising 27 per cent), while a significant number had been displaced in Anbar (647,376 individuals, comprising 13 per cent), followed by Erbil (592,566 individuals, comprising 12 per cent) and Kirkuk (537,2 individuals, comprising 34.11 per cent).¹⁴

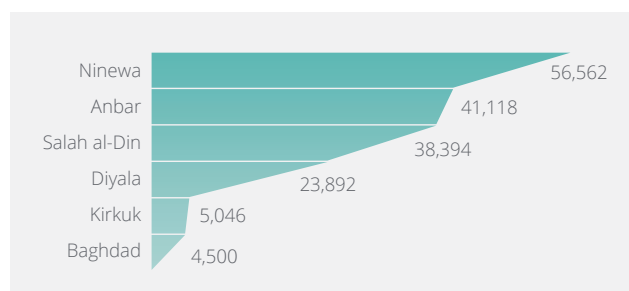
The majority of returnees have returned to live in their residences of origin which are in habitable condition (4,593,924 individuals, comprising 95 per cent). Nonetheless, 169,512 individuals have returned to live in their residences of origin which are in uninhabitable condition (3 per cent), and a further 60,822 individuals have returned to rented houses (1 per cent).¹⁵

Figure 9: Distribution of returnees by shelter type



Returnees living in residences of origin that are in uninhabitable condition are mainly spread across four governorates: Ninewa (56,562 individuals), Anbar (41,118 individuals), Salah al-Din (38,394 individuals), and Diyala (23,892 individuals).¹⁶

Figure 10: Distribution of returnees living in residences of origin that are in uninhabitable condition¹⁷



12 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

13 Note that Mosul, Telafar and Al-Hamdaniya are in Ninewa Governorate; Ramadi, Falluja and Heet are in Anbar Governorate; Tikrit is in Salah al-Din Governorate; and Al-Hawiga is in Kirkuk Governorate. Only the top eight districts of return only are displayed. For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

14 IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

15 The remaining returnees have returned to the following types of shelter: other formal settlements (3,702; <1per cent), unfinished/abandoned buildings (1,494; <1per cent), non-residential structures (48; <1per cent), school buildings (36; <1per cent), and religious building (6; <1per cent). These shelter types are categorized as "Other" in Figure 9. For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

16 For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

17 For more information, refer to: IOM (2021). Master List 120 Dataset. See: <http://iraqdtm.iom.int/MasterList>

BARRIERS TO ACHIEVING DS

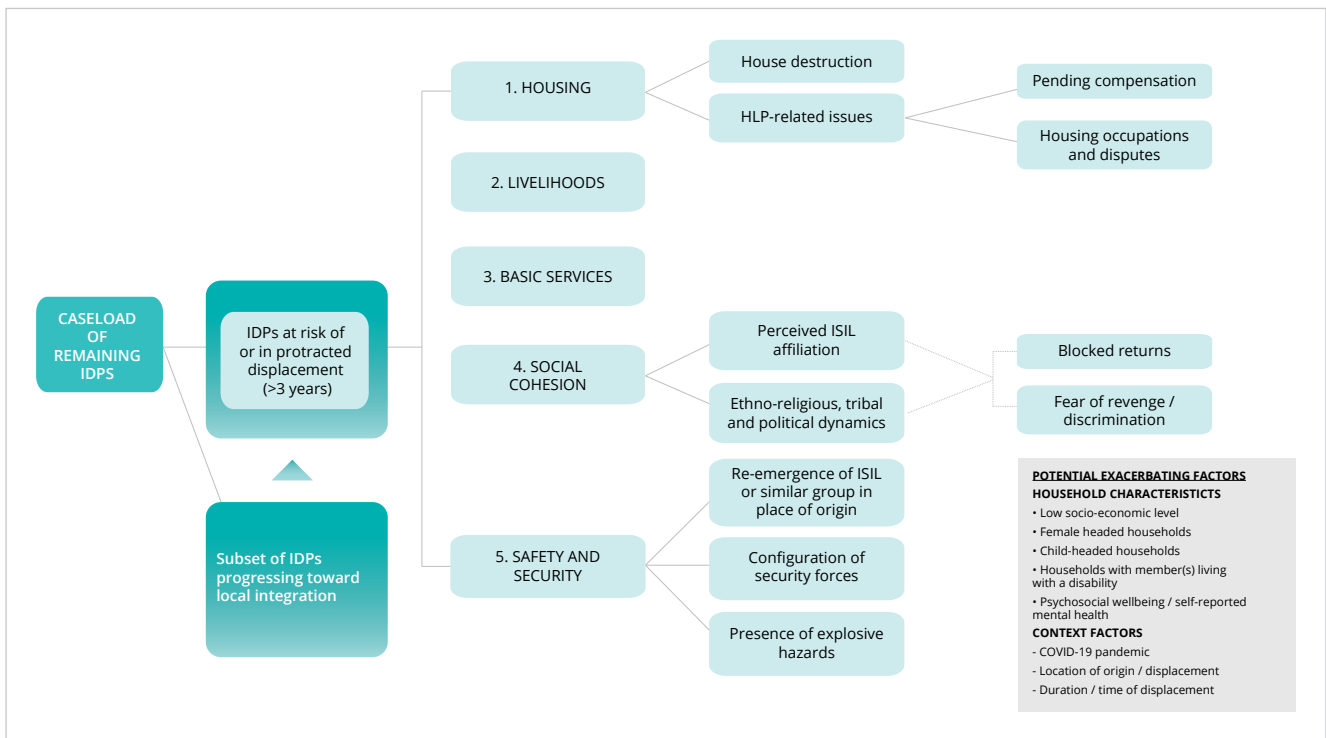
Remaining IDPs, both residing in and out of camps, face a series of challenges that prevent them from returning home, integrating locally, or settling in new locations. Compounding upon these obstacles, returnees, meanwhile, additionally face challenges to the sustainability of their returns. Addressing the barriers that IDPs and returnees face to achieving a durable solution is central to the resolution of protracted displacement. The types of barriers faced can be categorized according to the defined DS pathways: barriers to returning home, barriers to re-integration upon returning home, and barriers to integration in locations outside of one’s AoO, referring to cases of integration in locations of displacement or settlement in other locations.

Barriers to returning home¹⁸

Return barriers are complex, overlapping, and often interrelated. Furthermore, those who remain in displacement generally tend to face more serious, difficult, and intractable

challenges that require more comprehensive support. An overview of these barriers is detailed below.

Figure 11: Categorized return barriers¹⁹



18 The data relating to IDP locations was collected as part of DTM Iraq’s Integrated Location Assessment (ILA) 5. Data relating to return locations, meanwhile, was collected as part of DTM’s Return Index (RI) 11. The ILA 5 was implemented in July–August 2020 and the RI 11 was implemented in November–December 2020. IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>. & IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>
 19 This categorization framework is featured in a report produced by IOM in 2021. Refer to: IOM (2021). Protracted Displacement in Iraq: Revisiting Categories of Return Barriers. See: <https://iraq.iom.int/publications/protracted-displacement-iraq-revisiting-categories-return-barriers>

Housing

Housing destruction

Overall, 535,832 displaced individuals (71 per cent) reportedly face a return barrier related to damaged or destroyed pre-displacement housing.²⁰ This barrier is most reported amongst IDPs in Dohuk (98 per cent), Baghdad (88 per cent), Salah al-Din (84 per cent), and Diyala (83 per cent). A total of 1,462 locations (70 per cent) of areas of return (to which over 3.8 million and 80 percent of people have returned), are ranked as high or medium severity in terms of residential destruction.²¹ Ninewa Governorate, where 42,114 individuals have returned, sustained more damage than all other governorates during the ISIL conflict and features the highest number of return locations²² (34) ranked as high severity²³ on the metric of residential destruction.²⁴

While many UN agencies and non-governmental organizations (NGOs) are working to rehabilitate war-damaged houses²⁵, these rehabilitation efforts primarily target houses that are partially damaged (categories 2 and 3) and leave the majority of returnees and IDPs whose houses are fully destroyed (category 4) without support. A limited number of organizations provide support to returnees and IDPs whose houses are fully destroyed, either through provision of new housing or reconstruction of their houses in-situ.

According to an Intention Surveys²⁶ that was ran in IDP camps in February-March 2020²⁷

- **58** per cent of IDP households reported their property in their AoO to be completely destroyed;
- **53** per cent of IDP households reported the rehabilitation and reconstruction of their homes as primary needs to enable return to their AoO; and
- **42** per cent of IDP households reported that house damage and destruction was one of the main reasons hindering their intentions to return to their AoO.

In the context of Iraq, several constraints related to the operating environment present challenges to promoting the right to adequate housing, most notably lack of compensation for damages to housing, land, and property (HLP); restrictions in freedom of movement between governorates; challenges with security of tenure; and so forth. However, it is worth

noting that a shortage in housing was an issue prior to the conflict and there are displaced families who do not own a house and have no property to which to return. A baseline study to understand the full scale of the damage as well as the housing situation prior to the conflict unfortunately does not exist; as such, a comprehensive, country-wide damage assessment for all affected areas is needed to provide a nuanced and rigorous baseline, better informing efforts to determine where gaps exist, as a government led initiative. Such analysis could also help improve understandings of the families for whom returning may not be an option and provide a targeted basis upon which to explore other durable solutions for these individuals.

Pending compensation for property and Return Grants

Difficulties in accessing compensation schemes from the Gol for damaged housing prevents IDP returns and can be attributed to IDPs' lack or limited awareness of the scheme (with only one in two families reporting to have heard of it), as well as long delays in receiving assistance after submitting an application (with only one in 100 applicants reporting to have received assistance in a timely manner due to a slow processing of claims and disbursement of funds).²⁸ Categories of individuals, other than returnees, are often prioritized, such as martyrs and their families. In the case of return grants, provided to displaced populations who register returns, as of March 2021, the MoMD has distributed 11 rounds of the grant to 51,660 households out of the 573,465 that have registered, an equally underfunded mechanism where disbursement is slow and limited.

Housing occupations and disputes

A small number of return locations (99 locations comprising 5 per cent) are ranked as medium or high severity in terms of illegal or secondary occupation of IDPs' pre-displacement houses. In many locations in the districts of Telafar and Sinjar, some illegal or secondary occupation may be carried out by security actors as a form of retaliation. Due to these dynamics, the remaining IDPs from Telafar and Sinjar, mostly displaced in districts within the governorates of Ninewa and Dohuk, are likely to face this barrier.

20 IOM (2021). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

21 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

22 A location is the unit of analysis used in DTM's Master List, Integration Location Assessment, and Return Index assessments, and corresponds to an area that is linked to either to a sub-district (i.e. third official administrative division), a village, rural areas, or a neighbourhood for urban areas (i.e. fourth official administrative division). For more information, refer to the an overview of the methodology employed in each of DTM's assessments here: <http://iraqdtm.iom.int/>

23 The Return Index measures the severity of conditions in locations of return based on 16 indicators grouped into two scales: (1) livelihoods and basic services, and (2) social cohesion and safety perceptions. For more information, refer to the following link for an overview of the Return Index methodology: <http://iraqdtm.iom.int/ReturnIndex#Methodology>

24 Ibid.

25 Please see guidance note defining shelter adequacy, [here](#).

26 Intention Surveys are surveys that are carried out with IDPs to gauge their intentions to return to areas of origin.

27 REACH (2020). IDP Intention Survey Factsheets. See: <https://www.humanitarianresponse.info/en/operations/iraq/assessment/reach-iraq-intentions-survey-idps-formal-camps-march-2020>

28 In an IOM panel study in November 2018, 70 per cent of IDP families had reportedly owned a house prior to displacement and around half of this group (34 per cent) applied for compensation under the Iraqi Government's compensation scheme. However, almost all of these IDPs (32 per cent) reported that they waited between one and nine months for an outcome to their compensation applications. Refer to: IOM (2019). Access to Durable Solutions Among IDPs in Iraq: Four Years in Displacement. See: <https://iraq.iom.int/publications/access-durable-solutions-among-idps-iraq-four-years-displacement>

Livelihoods

Limited income generating opportunities in IDPs' AoO represents a major barrier to returning home for IDPs in Iraq. A total of 477,967 displaced individuals (62 per cent) were deterred from returning by limited income generation opportunities in their pre-displacement locations, including available employment and access to productive assets and financial services which has created barriers to the capacity of returnees to engage in productive livelihoods. Otherwise, across the country, most return locations (1,530 locations, comprising 74 per cent) are identified as offering limited income-generation opportunities and have been ranked as medium or high severity on the metric of employment access.²⁹ This means that 3,138,966 returnees live in locations where fewer than half of their families can find employment, amounting to 65 per cent of all returnees nationally. Almost all returnees living in locations ranked as highly severe in terms of employment—that is, where there are no employment opportunities—are in Ninewa Governorate, comprising 118,698 returnees.³⁰

Over time, the availability of livelihoods has become one of the main factors informing IDPs' considerations of returning to their places of origin.³¹ Without the infrastructure of a functioning economy and livelihoods opportunities to which to return, IDPs are choosing to stay in host communities where they perceive more economic security, even if it may be tenuous or temporary. In a study conducted by IOM Iraq, generalizable to the non-camp IDP population displaced to Baghdad, Anbar, Sulaymaniyah, and Kirkuk from 2014 to 2015, nearly all IDP households reported earning their income from a job in the informal sector. The informal sector provides little long-term security and often IDPs go into debt to make ends meet, prolonging the effects of their displacement.³² Families generally change their consumption patterns in displacement and larger IDP families (defined as comprising ten or more members) live below the UN Iraq-defined poverty line.³³

Finally, in a joint study,³⁴ IOM and the Food and Agricultural Organization (FAO) found that many households displaced from rural areas who were largely previously occupied in agricultural work have had challenges returning to rural communities and resuming livelihoods due to loss of

productive assets and challenges accessing land, productive inputs, and irrigation. This has contributed to an urbanization trend where many IDPs are choosing to remain in, or relocate to, urban centres in search of alternative livelihoods, suggesting focused efforts are required to support IDPs from rural communities to overcome their barriers to return, should that be their preferred solution.

Basic services

A lack of basic services represents another significant barrier to return and is inhibiting the ability for 305,440 IDPs (41 per cent) to return home. IDPs in Anbar (96 per cent) were most likely to face this barrier in their AoO, followed by those in Dohuk (73 per cent), Erbil (47 per cent, and Salah al-Din (45 per cent).³⁵ Three indicators in return locations relate to basic services:

- Provision of Government services: a total of 763 locations, where a total of 693,798 individuals have returned, were ranked as medium or high severity on the metric of limited Government service provision. These sites are mostly located in Ninewa governorate (567,264 IDPs, comprising 81 per cent).³⁶
- Water sufficiency: the scale of problems surrounding water sufficiency in return locations is comparable to that of limited GoI service provision. A total of 707 locations (34 per cent) are ranked as medium or high severity, hosting a total of 716,844 returnees (15 per cent). Ninewa governorate, where 326,982 returnees live in medium or high-severity locations, is most problematic on the measure of available water.³⁷
- Electricity sufficiency: a total of 413 return locations (20 per cent) are identified as having medium or severe conditions in terms of the availability of electricity. Over 42 thousand returnees live in locations where there is no electricity (high severity), especially in Salah al-Din (29,166 individuals) and Ninewa (11,310 individuals). Meanwhile, Kirkuk features the highest number of returnees (174,690 individuals) living in locations with limited access to electricity (medium severity), followed by Diyala (104,952 individuals).³⁸

29 IOM (2021). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

30 Ibid.

31 IOM (2020). Access to Durable Solutions Among IDPs in Iraq: Livelihoods and Economic Security in Displacement. See: <https://iraq.iom.int/publications/access-durable-solutions-among-idps-iraq-livelihoods-and-economic-security-displacement>

32 Ibid.

33 Ibid.

34 IOM and FAO (2020). Why Displaced Families Do Not Return To Agriculture: A Close Look at Iraq's Experience.

35 IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Dataset>

36 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

37 Ibid.

38 Ibid.

Social cohesion

*Perceived ISIL affiliation*³⁹

IDPs with a perceived affiliation to ISIL often struggle to find a solution to their displacement.⁴⁰ Those who cannot obtain the necessary security clearances cannot return to their place of origin and those who receive security clearance still face many barriers since the stigma of perceived ISIL affiliation means that they often face marginalization, rejection, discrimination, and the risk of retributive attacks if they return. Moreover, if not managed effectively, returns among these families might contribute to new forms of instability in areas of destination. In some instances, families have tried to return to communities that were not ready to accept them or where authorities and security actors requested them to take steps and measures they did not want to uphold and they were thus rejected and forced to leave; in others, returns by these families prompted intra-community violence and conflict in areas of destination. Finally, in some cases, families managed to return but were prevented from working or engaging in community life, leaving them isolated and struggling to meet their basic needs.

Blocked returns

IDPs' inability to return to AoO is in some cases linked to the return itself being blocked by key power brokers including security actors, tribal leaders, and / or local authorities in AoO and areas of return. Despite this challenge, data suggests that blocked returns do not represent a significant barrier to returning compared with other obstacles, in which only 9,373 IDPs (1 per cent) have reported experiencing blocked returns by the community, local authorities, or security forces. Of these individuals, however, IDPs in Sulaymaniyah are most likely to report this barrier (35 per cent), followed by those in Ninewa (21 per cent), and Diyala (12 per cent). In terms of return locations, a total of 766 sites are ranked as medium or high severity on the metric of blocked returns.⁴¹ Notably, the governorate of Ninewa features most locations identified as high severity (13 out of 20) on this metric, while the remaining seven locations are in Salah al-Din.⁴²

Fear of revenge and discrimination

A total of 302 of the country's return locations (15 per cent) are ranked as medium or high severity with regards to fear of revenge acts.⁴³ These locations are concentrated in Ninewa (171 sites), where a total of 115,812 individuals are displaced, and Diyala (56 sites), where 32,700 individuals are displaced, of which 23,244 are living in locations ranked as high severity on this metric.⁴⁴

Ethno-religious and / or tribal dynamics

Ethno-religious minority IDPs in Iraq not only face unique historical vulnerabilities, but many originate from disputed territories that endured high levels of destruction during the ISIL conflict. These dynamics set these groups apart as a particularly vulnerable subset of the remaining IDPs. The highest number of ethno-religious minority IDPs was recorded in Dohuk (194,022 individuals, comprising 64 per cent) and almost all were identified as Yazidis originating from Ninewa Governorate.⁴⁵ A significant number of ethno-religious minority IDPs were also recorded in Ninewa (113,742 individuals, comprising 37 per cent) and were mainly identified as Yazidis internally displaced within the same governorate.⁴⁶

Political dynamics

At least 32 per cent of IDPs originate from territories designated as disputed between the GoI and the Kurdistan Regional Government (KRG), of whom 9 per cent were displaced into other disputed areas.⁴⁷ The disputed territories (DTs) are spread across the governorates of Ninewa, Erbil, Diyala, Salah al-Din, and Kirkuk and are subject to rivalries over political, economic and security control, commonly resulting in administrative gaps and, typically, more volatile security situations.⁴⁸ As such, IDPs who originate from DTs are often unable to return home and are therefore commonly at risk of protracted displacement, while those who do return home frequently face challenges with re-integration due to the politicization of their movements and the associated demographic changes.⁴⁹

39 All information in this section is derived from the following resource: IOM (2020). Tribal Justice Mechanisms and Durable Solutions for Families with a Perceived Affiliation with ISIL.

40 The meaning of affiliation varies by location; in some settings, it refers only to those whose immediate relatives (such as the head of household) committed crimes under the ISIL insurgency and occupation, whereas in others, communities may perceive IDPs who lived in ISIL-controlled areas or those who only displaced when the military operation was underway as affiliated with the group.

41 IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

42 IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

43 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

44 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

45 IOM (2021). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

46 Ibid.

47 Ibid.

48 Ibid.

49 Ibid.

Safety and security

Re-emergence of ISIL or other armed groups in place of origin

Across the country, a significant number of return locations (1,084 locations, comprising 52 per cent) are ranked as high or medium severity in terms of fears that ISIL attacks will take place in the future; a total of 2,310,222 returnees (48 per cent) live in these locations.⁵⁰ A total of 126,696 returnees (3 per cent) live in locations with high levels of concerns regarding ISIL attacks, mostly in the governorate of Salah al-Din (78,486 individuals). More recently, ISIL attacks took place in Kirkuk, Diyala, and Baghdad governorates. Notably, a significant number of returnees in the governorates of Diyala (24,564 individuals) and Ninewa (22,560 individuals) also live in locations where fears of attacks are considered serious.⁵¹

Configuration of security forces

Across the country, only 14 locations were recorded as having no security actors present (1 per cent); all of these locations are in Ninewa's Hatra district, where a total of 3,342 individuals have returned (<1 per cent).⁵² Otherwise, a total of 1,724 locations have between one and three security actors present (83 per cent); these locations host a total of 4,328,262 (90 per cent) of returnees. In the country's remaining 338 return locations (16 per cent) where 501,288 returnees live (10 per cent), between four and six security actors are present.⁵³ The majority of these locations are in Ninewa Governorate (187 sites), hosting a total of 277,494 returnees, while a significant number of locations were also recorded in Diyala (126 sites), hosting 163,692 returnees.⁵⁴ Notably, return rates suggest that families may be less likely to return to locations where there are high numbers of security actors present than to locations where there are lower numbers.

Presence of explosive hazards

A total of 38,208 IDPs (7 per cent) reported the presence of explosive remnants of war (ERWs) in their AoO as a return barrier.⁵⁵ Those displaced in Ninewa are most likely to report facing this barrier (59 per cent), followed by those in Dohuk (22 per cent), and Kerbala (10 per cent). Otherwise, a total of 163 return locations (8 per cent) are ranked as medium or high severity regarding concerns related to the presence of ERWs.⁵⁶ As such, 275,538 returnees (6 per cent) live in locations where there are moderate or high levels of concern related to ERWs, making this one of the lesser challenges faced in return locations.⁵⁷ Amongst this group, 37,314 individuals (<1 per cent) live in locations with high levels of concern, with most residing in Salah al-Din (23,046 individuals) and Ninewa (10,416 individuals). Notably, a significant number of returnees live in locations identified with high concern levels in Salah al-Din governorate's Baiji district (22,836 individuals), as well as Ninewa governorate's Telafar district (7,656 individuals).⁵⁸

Documentation

Access to civil documentation plays a critical role for sustainable return, as documentation provides proof of legal identity; facilitates access to basic services, including Government social protection schemes; and promotes freedom of movement. In addition, civil documentation is often required by military actors for IDPs seeking to obtain a security clearance to return. In the course of displacement, many individuals have lost and / or had their documentation destroyed and some families have not been able to access new documentation due to perceived affiliation with extremist groups. In the event of return without full civil documentation, families are exposed to a number of security and protection risks and face challenges accessing services. For this reason, it is crucial to promote IDPs' and returnees' access to legal mechanisms, including Civil Affairs Directorates and courts, to enable them to fully exercise their rights. In areas of return, continued social cohesion issues and / or destruction of Civil Affairs Directorates and courts remains a challenge.⁵⁹

50 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

51 Ibid.

52 Ibid.

53 Ibid.

54 Ibid.

55 IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

56 IOM (2020). Integrated Location Assessment 5 Dataset. See: <http://iraqdtm.iom.int/ILA5#Datasets>

57 Ibid. A significant number of returnee households were damaged or destroyed by ERWs. Therefore, the low rate of returnees reporting the presence of ERWs here may be due to key informants reporting on this issue by instead indicating high levels of housing damage/destruction.

58 Ibid.

59 For more information, refer to: IOM (2021). Protracted Displacement in Iraq: Revisiting Categories of Return Barriers. See: <https://iraq.iom.int/publications/protracted-displacement-iraq-revisiting-categories-return-barriers>

Barriers to DS in return areas⁶⁰

As of February 2021, Iraq has witnessed the return of 4.85 million IDPs to their places of origin. Though this figure is significant, it is not necessarily an indication of longer-term sustainability, despite the fact that return is indeed the first step towards reintegration for IDPs. In fact, more than 2.4 million returnees live in high or medium severity locations and the average rate of re-displacement across areas of return in Iraq is estimated to be around 2.6 per cent.⁶¹ Upon returning to their AoO, returnees often face barriers that challenge the sustainability of their return.⁶² These challenges are shared by those returning as well as those who remained in their communities during the ISIL conflict. A summary of these barriers is detailed below.

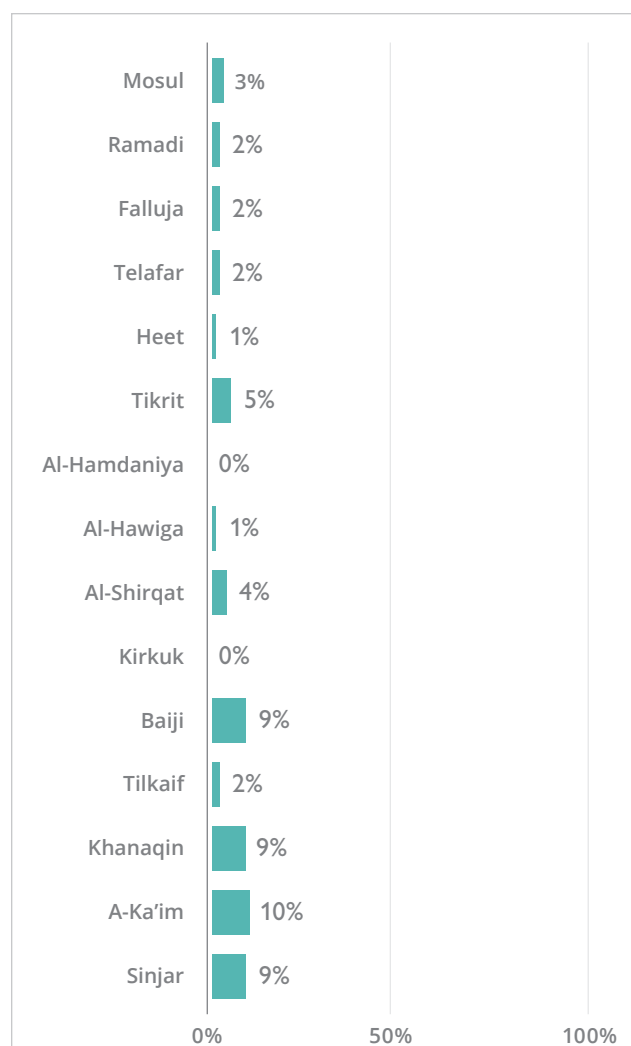
Housing

Almost 2 million returnees live in inadequate shelter conditions in return areas. Of these, 31 per cent of returnees report acute shelter needs related to exposure to hazards or the fact that their shelters are either located in areas that are not secure or the shelters are not solid enough and / or too damaged to protect residents from intruders and climatic conditions.⁶³ Of these returnees, 94 per cent are concentrated in only 10 districts. Four per cent of the overall returnee population lives in critical shelters (185,460 individuals), of which half live in unfinished and abandoned buildings.⁶⁴

Housing-related reintegration barriers often concern situations in which returnees' homes have been damaged, destroyed, or contaminated by explosive hazards during the ISIL conflict. Around three per cent of returnee households have resettled in houses that are damaged or in poor condition.

At the district level, Sinjar, Baiji, and Al-Hawija districts indicate the highest percentage of returnees living in destroyed or damaged houses (above 5 per cent). Reports of concerns related to housing at risk of or contaminated by explosive hazards are concentrated in four districts (Al-Kaim, Baiji, Tilkaef, and Heet).⁶⁵

Figure 12: Distribution of returnees living in damaged or destroyed houses across top 15 districts of return⁶⁶



60 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

61 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

62 Some of the re-integration barriers faced by returnees cross over with some of the barriers faced by IDPs when they are attempting to return.

63 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

64 OCHA (2021). Iraq Humanitarian Needs Overview 2021. See: <https://reliefweb.int/report/iraq/iraq-humanitarian-needs-overview-february-2021>

65 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

66 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

Figure 13: Distribution of returnees in housing at risk of / contaminated by explosive hazards across top 15 districts of return⁶⁷

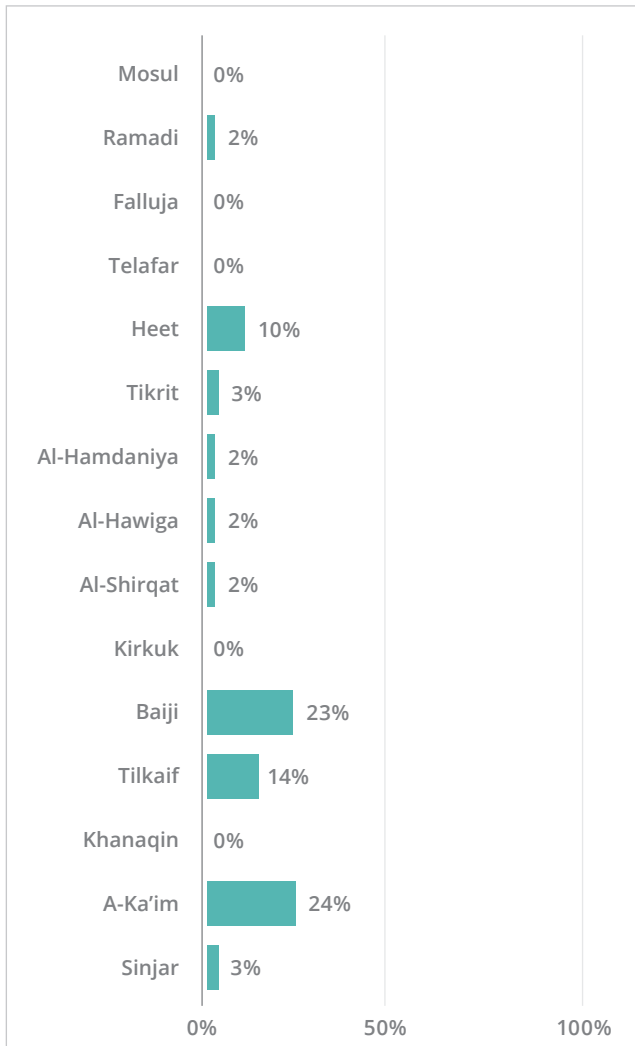
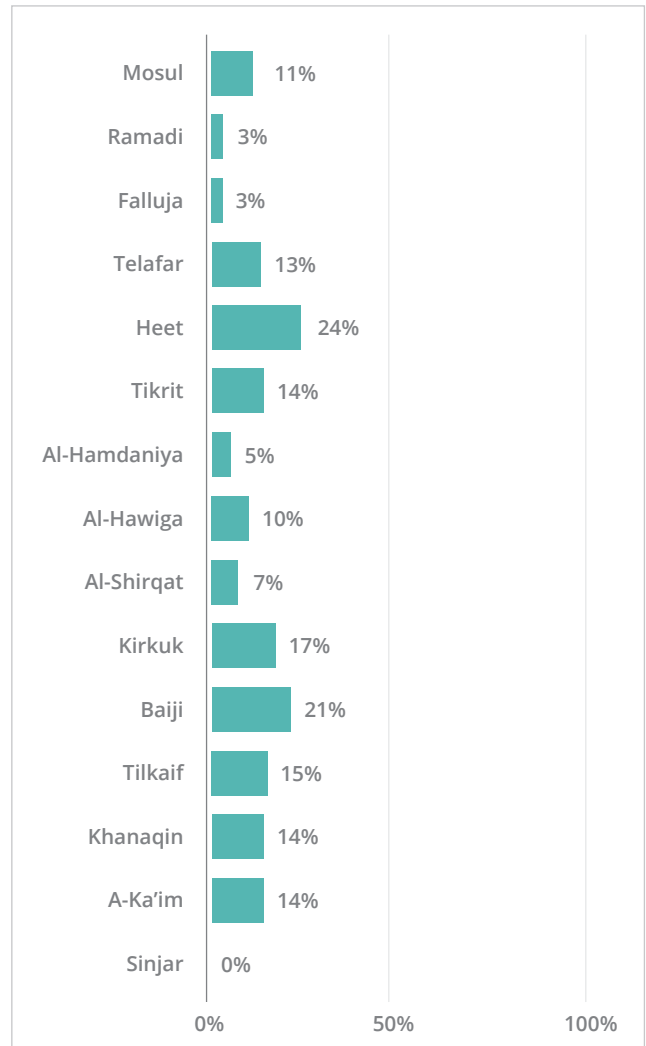


Figure 14: Distribution of returnees paying rent across top 15 districts of return⁶⁸



Additionally, some returnees are forced to live in rental properties because their pre-displacement homes are destroyed, disputed, or occupied. Secondary occupation can also result from pre-displacement homes being destroyed or themselves occupied. To address these types of cases, a do-no-harm approach and clear understanding of community dynamics is required. A pre-conflict shortage in the social housing sector should also be taken into account, as many displacement-affected persons did not own a property before the conflict and have no houses to which to return.

67 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

68 Ibid.

Livelihoods

A lack of livelihoods and income-generating opportunities continues to be the most urgent issue impacting the quality of returns. This is demonstrated by low levels of employment where individuals have returned; in over 95 per cent of locations within 14 out of 38 districts of return, the majority of returnees are unemployed.⁶⁹ These districts include Al Ka'im, Al Rutba, Al Shikhan, Ana, Haditha, Heet, Kadhimia, Khanaqin, Kifri, Mahmoudiya, Ra'ua, Sinjar, Telafar, and Zakho. In addition, a loss of productive assets in the agricultural sector, such as irrigation systems, machinery, equipment, and tools particularly affects employment opportunities in rural areas.⁷⁰ Livestock loss is also common, contributing to these challenges. In many cases, these losses have forced agricultural-based rural households to settle in urban areas, contributing to further depletions in agricultural production.⁷¹

Infrastructure and Services

At the national level, only 28 per cent of returnee locations ensure an adequate provision of services or facilities.⁷³ According to the Return Index, returnees are living in conditions of high severity in 480 locations (14 per cent, comprising around 660,000 individuals).⁷⁴ However, there is a great discrepancy between conditions in urban / peri-urban areas (where provision of services is ensured in most locations except for HLP programmes and offices for public distribution system ration [PDS]), and rural areas, where access to services is problematic nearly everywhere (93 per cent of locations). In at least half of these areas, only eight out of the 17 selected services or facilities – namely electricity, sanitation, immunization, primary and secondary school, clinics, markets, and worship – are available.⁷⁵

Figure 15: Distribution of returnees in urban, peri-urban, and rural areas according to need⁷²

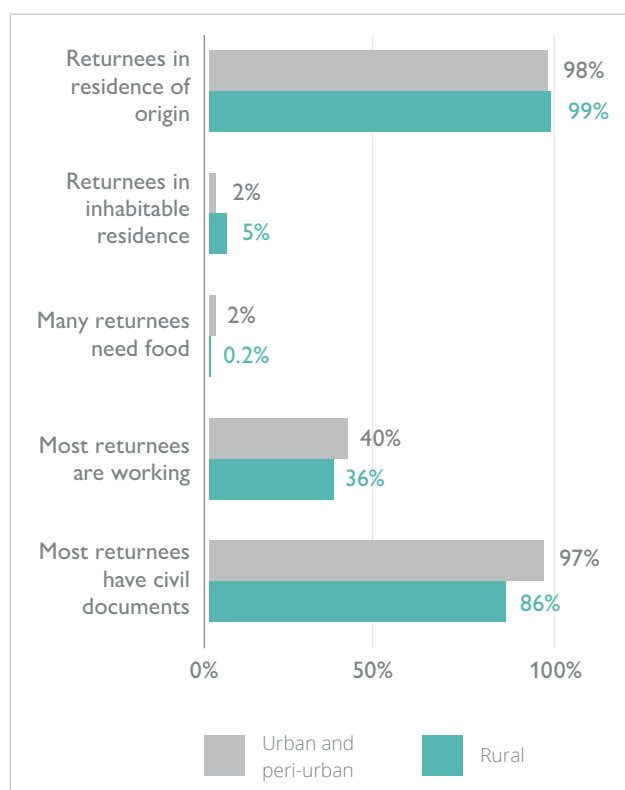


Figure 16: Basic service availability in peri-urban, urban and rural areas⁷⁶

	ADEQUATE PROVISION OF SERVICES	ELECTRICITY	WATER	WASTE	LATRINES	DESLUDGING
Urban and peri-urban	72%	80%	73%	94%	100%	50%
Rural	7%	58%	37%	32%	97%	23%
	Immunization	Primary school	Secondary school	Clinic	Hospital	Market
Urban and peri-urban	89%	99%	96%	98%	79%	99%
Rural	67%	88%	56%	50%	18%	63%
	Worship	Police	Court	HLP Programme	PDS Office	Civil directorate
Urban and peri-urban	99%	95%	58%	20%	24%	63%
Rural	91%	35%	42%	7%	16%	4%

69 IOM (2021). Home Again? Categorising Obstacles to Returnee Integration in Iraq. See: <https://iraq.iom.int/publications/home-again-categorising-obstacles-returnee-reintegration-iraq>

70 Ibid.

71 Ibid.

72 IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

73 Services and facilities include health clinics, hospitals, markets, police stations, primary schools, secondary schools and worship places.

74 IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

75 Although the facilities may not be available within the set area (see definition), in most cases these can still be accessed by the returnee households living in the district.

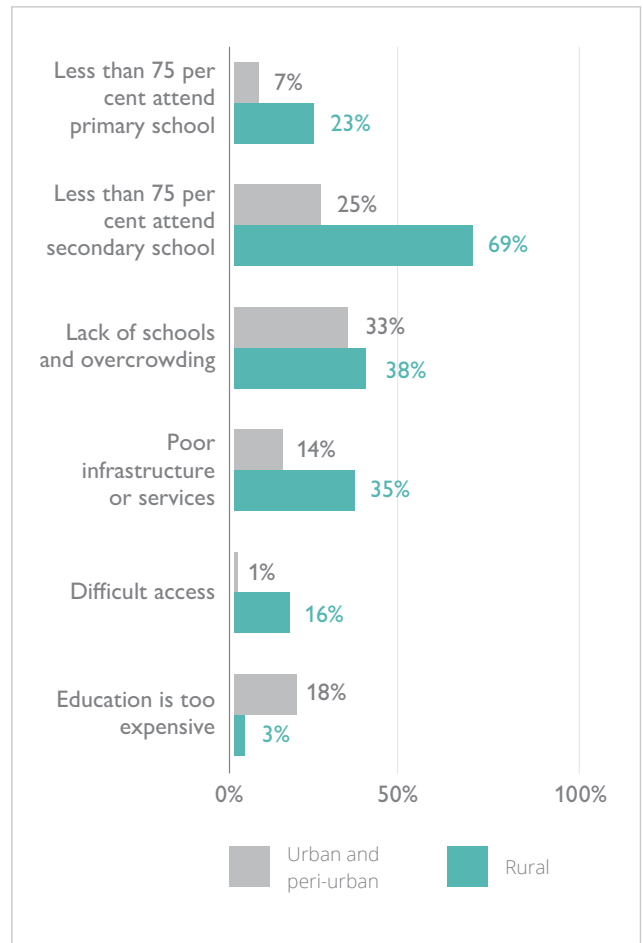
76 IOM (2020). Return Index 10 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

Overall, 22 districts (57 per cent of all districts) display critical conditions in the sense that adequate provision of infrastructure and services is ensured in less than 30 per cent of locations.⁷⁷ In October 2020, the Return Index Round 11 found that 21 per cent of return locations present severe conditions, down from 24 per cent recorded in Return Index 9 in July 2020. In addition to all districts of Baghdad Governorate, locations with severe conditions are found in five of the ten main districts of origin, namely Al Hamdaniya, Al-Hawiga, Al Shirqat, Mosul, and Telafar.⁷⁸

Health and education

Around 60 per cent of returnees live in locations where health services are insufficient or inadequate, with most residing in locations of Al Ba’aj, Al Shikhan, Ana, Haditha, Hatra, Heet, and Zakho. Education, meanwhile, is the fifth most reported need in rural areas (35 per cent of rural locations versus 11 per cent in urban locations).⁷⁹ In 23 per cent of rural locations, less than three quarters of children attend primary school. Low attendance in this regard seems mostly linked to a lack of schools, difficult access, and a lack of documentation. Though the Ministry of Education (MoE) issued a directive authorising the enrolment of undocumented children to schools, evidence suggests that this was not well understood or implemented in several locations. The need for education is less urgent in urban contexts where attendance is much higher and the main issues are overcrowding and high costs. Critical districts where access to primary education is insufficient in over 80 per cent of locations include Abu Ghraib, Al Shirqat, Hatra, and Kadhimia.

Figure 17: Access to Infrastructure and Services⁸⁰



77 IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

78 Ibid.

79 IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

80 IOM (2020). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex#Datasets>

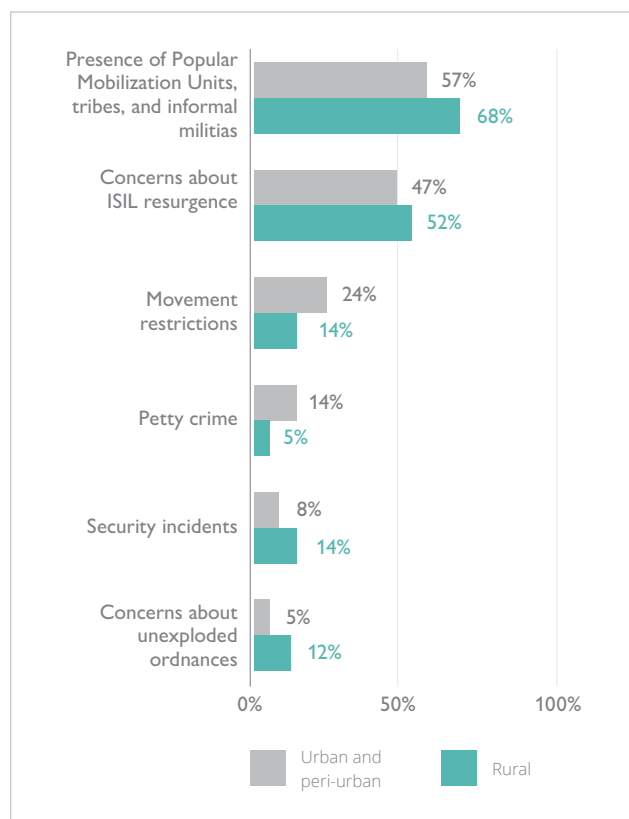
Safety and security

Returnees commonly face a feeling of insecurity upon returning to their AoO. The feeling of insecurity is at times due to ethno-religious or tribal tensions that pre-date the ISIL conflict. This feeling might also relate to external threats of attacks on behalf of groups affiliated with ISIL. The absence of peacebuilding and reconciliation mechanisms in some areas also prevents the easing of perceived or actual security threats.

Additionally, individuals sometimes return to areas where there is limited freedom of movement either because security actors impose restrictions or because of feelings of insecurity in the community due to ongoing security threats.

In general, movement restrictions (24 per cent) and petty crime (14 per cent) were more frequently reported as contributing to feelings of insecurity in urban areas, whereas incidents that can be associated with the resurgence of ISIL (11 per cent)⁸¹ as well as the need for improved safety and security (3 per cent) were more frequently mentioned in rural areas (mostly in Balad and Samarra) at 55 per cent.⁸² Concerns over the resurgence of ISIL were mentioned in over half of rural locations, most commonly in Al Ba’aj, Balad, and Tooz. Concerns about ERWs are also more frequently reported in rural areas (12 per cent) and the occurrence of incidents was reported mainly in Al-Muqdadiya, Baiji, Samarra, and Tooz.

Figure 18: Perceived safety and security issues distributed between urban, peri-urban, and rural areas



81 Since the end of the conflict in December 2017, ISIL has moved back into the shadows and restarted asymmetric warfare across Iraq. Critical areas include Anbar’s porous borders with Syria, the mountainous region between the governorates of Salah al Din, Diyala, Kirkuk and Ninewa and, in general, areas with a lack of a strong nation-state governance – such as ‘disputed areas’ and/or areas with a tribal or warlord type of governance. Security incidents have been reported in these areas, as well as recruiting into armed groups and kidnappings as evidence of ‘re-supply’ activities. See UNAMI, security briefs.

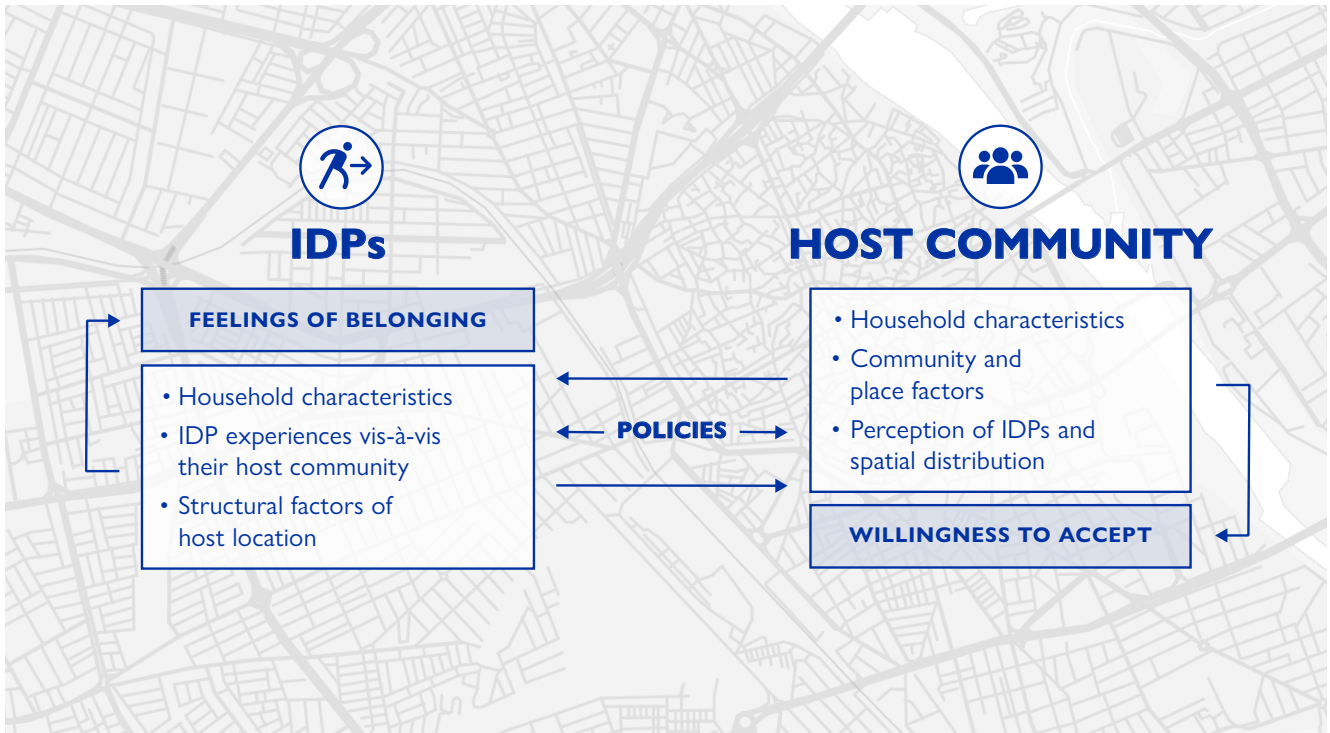
82 Given that only three needs were selected, safety/security may have been underreported if other basic needs were more pressing.

Dynamics affecting local integration in displacement locations⁸³

Although a portion of remaining IDPs might be advancing towards a durable solution in their areas of displacement or in 'third' locations through integration into host communities, these IDPs remain at risk of protracted displacement if their integration fails. These IDPs commonly face barriers to integration and acceptance by the host community. While IDPs and host communities may face similar challenges

to those faced in contexts of individuals returning to their pre-displacement areas, barriers to local integration faced by IDPs often relate to a limited sense of belonging in the host community, while challenges faced by the host community can be understood in terms of their acceptance levels of IDPs.

Figure 19: Analytical framework applied to evaluate local integration⁸⁴



83 Information included in this section is derived from: IOM (2020). Cities as Home: Understanding Belonging and Acceptance Among IDPs and Host Communities in Iraq. See: <https://iraq.iom.int/publications/cities-home-understanding-belonging-and-acceptance-among-idps-and-host-communities-iraq>

84 IOM (2020). Cities as Home: Understanding Belonging and Acceptance Among IDPs and Host Communities in Iraq. See: <https://iraq.iom.int/publications/cities-home-understanding-belonging-and-acceptance-among-idps-and-host-communities-iraq>

Feelings of belonging among IDPs

Feelings of belonging among IDPs are often linked to levels of social cohesion with the host community. Related factors that affect social cohesion include IDPs’ trust in and friendship ties with host community members while location factors such as levels of discrimination and exclusion are also significant. Additionally, IDPs who do not enjoy freedom of expression or freedom of movement in the host community are less likely to feel a sense of belonging. Other factors that determine the sense of belonging that IDPs feel include their levels of trust in authorities, satisfaction with housing, levels of financial stability, tribal affiliation, and available safety nets through community networks in AoO.⁸⁵

Acceptance by the host community

Levels of host community acceptance of IDPs is often centred on the structural and demographic characteristics of the location which are frequently embedded in pre-existing fragility dynamics. These dynamics may relate to poverty and disadvantage, insecurity, diversity, poor institutional

functioning and service delivery, and a general lack of trust and cohesion in the community. Host communities are more likely to accept IDPs when there is a high level of trust in local Government and security forces, satisfaction with basic service provision, and a strong sense of financial stability within the community. By contrast, host communities are less likely to accept IDPs if they believe that IDPs pose a security threat or a challenge to accessing livelihoods opportunities, or if they feel a lack of cultural alignment with IDPs.⁸⁶

Operational categorization of barriers to DS

Overall, the context-specific individual- and location-level barriers faced by IDPs and returnees in their advance towards a durable solution can be understood in three broad categories: (1) service or material challenges, such as housing damage, lack of livelihood opportunities, lack of basic services, and other issues; (2) issues around social cohesion, ethno-religious tensions, and needs for reconciliation; and (3) issues related to security and political challenges preventing return.⁸⁷

Figure 20: Obstacles to return and integration by category

CATEGORY	CATEGORY 1: SERVICE OR MATERIAL INTERVENTIONS	CATEGORY 2: COMMUNITY RECONCILIATION, DIALOGUE, AND SOCIAL INTERVENTIONS	CATEGORY 3: SECURITY AND POLITICAL CHALLENGES
Obstacles to return and (re) integration	<ul style="list-style-type: none"> Damaged / destroyed housing Lack of economic opportunity / jobs Lack of basic services (water, electricity, education, health, etc.) ERW / unexploded ordnances / Improvised explosive devices contamination Lost, damaged, or invalid civil documentation and HLP documents 	<ul style="list-style-type: none"> Ethno-religious tension or tribal disputes Perceived affiliation to ISIL (allowed to return by authorities but fearful of revenge, reprisal, and / or lack of community acceptance, including women and children) Other issues preventing acceptance of returnees by communities Fear of a resurgence in conflict 	<ul style="list-style-type: none"> Areas blocked (militias) Perceived affiliation to ISIL (blocked from return by authorities) Lack of security clearance Other restrictions on freedom of movement House occupation (by armed groups) IDPs originating from disputed territories Perceived insecurity or discrimination

It should be noted that few individuals in displacement or having returned face only one challenge or challenges in only one category; rather, the challenges faced tend to be multiple and, often, overlapping. Acknowledging the intersection and interconnection of barriers to IDPs’ / returnees’ efforts to

achieve a durable solution, the programmes developed within this operational framework will be targeted at both return and displaced populations falling within any of the three categories and according to the priority target populations defined above.

85 IOM (2020). Cities as Home: Understanding Belonging and Acceptance Among IDPs and Host Communities in Iraq. See: <https://iraq.iom.int/publications/cities-home-understanding-belonging-and-acceptance-among-idps-and-host-communities-iraq>

86 IOM (2020). Cities as Home: Understanding Belonging and Acceptance Among IDPs and Host Communities in Iraq. See: <https://iraq.iom.int/publications/cities-home-understanding-belonging-and-acceptance-among-idps-and-host-communities-iraq>

87 Ibid.

1. DURABLE SOLUTIONS: BRIDGING HUMANITARIAN, STABILISATION, PEACEBUILDING, AND DEVELOPMENT

The Iraq DS approach is a standalone mechanism designed to support the principled resolution of internal displacement *and resulting / related needs* in Iraq. This approach serves as a transitional mechanism, bridging humanitarian and development mechanisms in the country.

The transition from humanitarian assistance to self-reliance falls under the continuum of response to DS and development, with each component overlapping and not being necessarily sequential. The integration of the different actors within a coherent planning, coordination, and implementation process is key to the achievement of DS and the sustainable (re)integration of IDPs. Bridging humanitarian, recovery, and development requires the determination of common outcomes and common classification of beneficiaries' status and needs. It also requires embedding medium- and longer-term planning within the humanitarian response and the integration of humanitarian responses and approaches into area-based DS plans. The humanitarian and DS architectures are designed to co-exist, at least during an initial period. The humanitarian component focuses on lifesaving needs, while DS provides a transition from life-saving assistance to transitional assistance. Both seek to create the conditions in which former IDPs can exit displacement, restart their lives in dignity and on equal footing to others in their communities, and, at the same time, support host communities to overcome challenges resulting from displacement. The Iraq DS strategy is designed as part of the DS strategic priority of the UNSDCF and, as such, must be integrated within the National and Local Development Plans and support Government capacity at the national and local level.

1.1 Target population

In line with the overall approach taken by the GoI and DSTF, and through an area-based approach that targets priority displacement-affected populations and host communities and considers context-specific barriers to advancing towards a durable solution, programmes and interventions in this operational framework will include priority IDPs (in camp and out of camp), returnees, and host communities alike. Many of these groups face similar issues and therefore receive assistance based on need and vulnerability.⁸⁸

Prioritized sub-groups, considered acutely vulnerable for the purposes of this strategy, are outlined below.

IDPs in camps: Considering the heightened vulnerability of many IDPs in camps, their dependency on external support to cover their basic needs, ongoing and expected reductions in humanitarian funding, Government priorities regarding camp closure, and other factors including the low levels of access to civil documentation (which would facilitate their access to Government assistance and compensation programmes), all IDPs in camps are considered to be acutely vulnerable—with specific gender-based vulnerabilities—and are, as such, part of the priority caseload of this strategy.

As of February 2021, 186,799 individuals are displaced across 29 camps or former camps converted into informal settlements,⁸⁹ mainly concentrated in camp settings in the governorates of Dohuk (54 per cent) and Ninewa (30 per cent). Camp and informal settlement settings located in Salah al-Din and Anbar present a major concentration of female IDP population as compared to other governorates (60 per cent of total in-camp population in Salah al-Din and 56 per cent in Anbar).⁹⁰ Salah al-Din also presents the highest concentration of in-camp female-headed households (62 per cent of total in-camp families in Salah al-Din) and a high percentage of child-headed households (33 per cent), which highlights the severe vulnerability of the in-camp population hosted in the governorate. Anbar presents the highest percentage of in-camp child-headed households (47 per cent of total in-camp IDP families in Anbar).

Priority population group: 208,493 in-camp IDPs across 31 camps or former camps

IDPs out of camps: The majority of remaining IDPs are in out-of-camp situations. While half of those IDPs are in relatively stable living situations, either with host families or able to afford rented accommodation, as of October 2020,

⁸⁸ It is understood that the broader host community is not the main target group of this strategy and is indeed better supported by development frameworks such as the United Nations Sustainable Development Cooperation Framework (UNSDCF). However, host community in a narrower sense (e.g. community members in priority return areas, neighbours of IDPs, etc., facing the similar issues as IDPs or returnees) may be included as part of this operational framework.

⁸⁹ Iraq CCCM Cluster, Camp Master List, February 2021, <https://humanitarianresponse.us9.list-manage.com/track/click?u=b4d2a23bd327c3445e980d09d&id=02d91a3670&e=4a554decc1>.

⁹⁰ This analysis excludes camp settings where no gender breakdown is available.

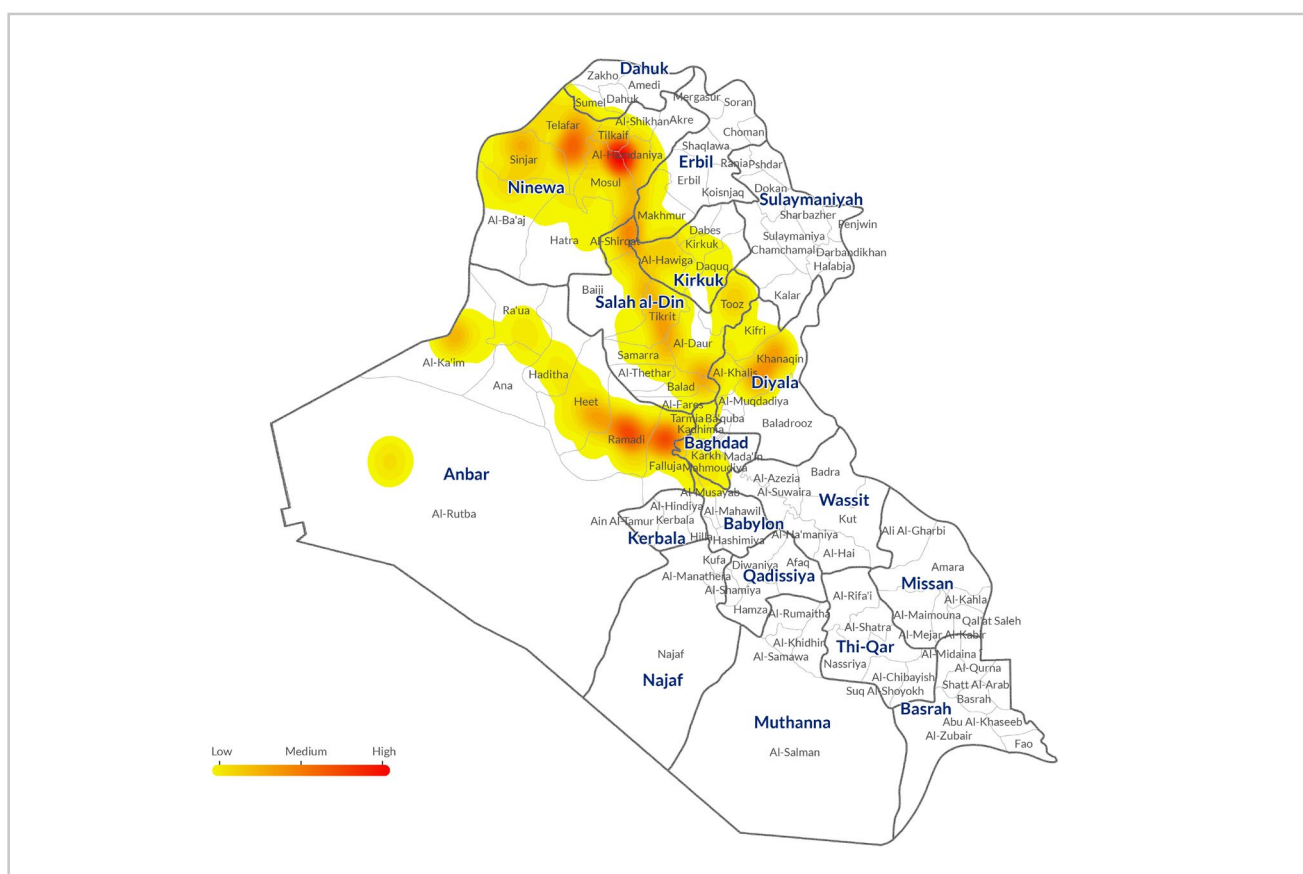
101,550 individuals remain displaced in more precarious situations, generally referred to as critical shelter, such as informal sites and unfinished or abandoned buildings.⁹¹ At governorate-level, the highest number of IDPs living in critical shelters are in Dohuk with 28,524 out-of-camp IDPs, followed by Anbar with 18,216, Ninewa with 18,204, and Salah al-Din with 16,830.⁹² Districts hosting the highest numbers of IDPs living in critical shelters include Sumel (22,998), Falluja (13,068), Samarra (8,148), Kirkuk (7,002), and Mosul (6,738).⁹³

This category also includes those individuals secondarily displaced following unsustainable returns and / or camp

closure, and those who are not re-admitted to IDP camps. For the purposes of this strategy, these IDPs are considered to be acutely vulnerable and, as such, part of the priority caseload.⁹⁴ A total of 5,362 households (27,555 individuals) have been recorded as arriving to non-camp settings since camp closures began in mid-October.⁹⁵

Priority population group: 129,105 non-camp IDPs (101,550 individuals in critical shelters and 27,555 secondarily displaced following camp closure)

Figure 21: Returnee population density by overall severity score⁹⁶



Returnees: Return to the AoO does not necessarily mean that returnees have achieved or are advancing towards a durable solution, nor that their return is sustainable. Achieving a durable solution through return requires that returnees overcome key displacement-related obstacles, including the barriers outlined above (housing, livelihood-related obstacles, basic services, social cohesion, and

security). Together, these five indicators provide an aggregate picture of conditions in areas of return.

Acutely vulnerable returnees meet one or both of the two following criteria: returnees in sub-districts with a high vulnerability score in one of the five indicators and returnees living in critical shelter⁹⁷ in those sub-districts with one or more indicators with a medium severity score.⁹⁸

91 Critical shelters include informal settlements, religious buildings, schools and unfinished or abandoned buildings.

92 Ibid.

93 Ibid.

94 Ibid.

95 IOM (2020). DTM Emergency Tracking. Movement of Camp IDPs. See: <http://iraqdtm.iom.int/ldpMovements>

96 IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

97 Critical shelters include residences of origin (uninhabitable), informal settlements, unfinished/abandoned buildings, non-residential structures, religious buildings, school buildings, or other formal settlements/collective centres

98 Returnees falling in both categories, for example if they are living in a critical shelter in a hotspot, are not double counted.

Overall, 771,408 individuals have returned to sub-districts with a high vulnerability score in one of the five indicators. These sub-districts are concentrated in the governorates of Diyala, Ninewa, and Salah al-Din. A total of 100,692 returnees live in critical shelters in sub-districts with one or more indicators with a medium severity score, concentrated in the governorates of Anbar, Ninewa, Kirkuk, and Salah al-Din.⁹⁹

Priority population group: 872,100 returnees across 81 districts

Vulnerable host community members: In addition to the priority population groups described above, interventions delivered within this framework should engage with and provide services to other vulnerable host community members living in the same areas, namely those falling outside the categories above such as stayees who were never displaced. The inclusion of host community populations is intrinsic to area-based approaches and ensures that assistance is provided on the basis of vulnerability and need rather than status. Such an approach reduces stigmatization and the risk of interventions giving rise to or exacerbating community tensions.

Host community acceptance is also determinant to IDP integration. Acceptance of IDPs is less predicated on the host community's individual views of the displaced than on the overarching socio-ecological environment in which they reside. Acceptance is therefore linked to positive assessments of a location's security, the competence of its local administration, and levels of satisfaction with basic service provision. Therefore, interventions focusing on reducing the fragility of the whole community will support IDPs' advancement towards a durable solution.

There are no comprehensive figures on potential beneficiaries among host communities. Organizations implementing this strategy will have to collect data as part of area-based or other assessment processes although some information exists from the HRP in which 200,000 host community members were targeted in Ninewa, Kirkuk, and Anbar.¹⁰⁰

In summary, assistance in areas of return, integration, or settlement elsewhere can be conceived as benefitting the whole community rather than individual households or groups. Furthermore, this approach seeks to ground assistance not only in status (IDP, returnee, other), but also in criticality of living conditions, severity of protection risks, needs of populations that may have never been displaced, and areas with pre-existing, high poverty levels.

The methodology to prioritize population groups in the strategy, especially for returnees and out-of-camp IDPs, is based on location and household-level datasets. In the case of returnees, the strategy uses the IOM Displacement Tracking Matrix (DTM) Return Index, which provides severity scores at location level, allowing the prioritization of locations with returnees living in the most difficult conditions. In addition, the strategy includes returnees in critical shelters beyond priority locations to avoid double counting.

For IDPs, especially out-of-camp IDPs, the current version of the strategy prioritizes individuals in critical shelters as proxy for difficult conditions in out-of-camp displacement. At the time of writing, DTM is developing a new tool that will provide severity scores for conditions in displacement at the location level. Once available, the tool will allow for the expansion of the prioritization methodology in similar ways to the Return Index methodology described above for returnees. In the meantime, critical shelter is used as the prioritization methodology for out-of-camp IDPs.

In addition, some populations might fall outside the priority groups outlined herein. These individuals might be facing priority needs linked to specific vulnerabilities that may not be quantified above due to reasons related to gender, age, disability, lack of support networks or other specific factors. In cases where high needs are identified, even outside the prioritization methodology, agencies supporting DS are encouraged to provide support within their mandates and capacities.

99 DTM Drivers of Severity by subdistrict. For more information, refer to: IOM (2021). Return Index 11 Dataset. See: <http://iraqdtm.iom.int/ReturnIndex>

100 The 2019 *Humanitarian Response Plan* targeted 200,000 host community members in Ninewa, Kirkuk, and Anbar.

2. OPERATIONAL FRAMEWORK: OBJECTIVES, ACTIVITIES AND IMPLEMENTATION APPROACHES

This strategy and operational framework is designed to provide a holistic, transitional and medium-term approach towards DS for affected populations, linking interventions from areas of displacement to areas of return, integration, and settlement in new locations. As such, this strategy and operational framework requires effective joint programming by several actors with expertise across multiple sectors and geographic areas. This typically involves various activities required to address the underlying reasons behind protracted displacement, from rehabilitating and / or reconstructing housing, addressing HLP issues, providing short-term and sustainable livelihoods, improving access to basic services, supporting social cohesion (including significant work related to families with a perceived affiliation to ISIL), and upholding protection.

The strategy and operational framework reaffirms that DS is a specific objective to which humanitarian, stabilization, development, and peacebuilding activities can contribute even if not their primary objective. Even when DS are achieved, households can have persisting needs that are not displacement-specific, such as when they return to areas that were already impoverished prior to displacement. This is to say, the pursuit of DS, in itself, will not resolve the multitude of challenges households and areas may face, but will rather address specific needs and vulnerabilities arising from displacement.

The proposed approach aims at promoting that **“IDPs, returnees and other displacement-affected populations are supported to pursue and ultimately achieve a voluntary, safe, and dignified durable solution to their displacement through return, local integration or settlement elsewhere in Iraq.”** This strategic objective is achieved through the attainment of specific objectives. While specific objectives will be described in further

detail in the following sections, the list of activities below, while not exhaustive, sets out to capture the breadth and scale of comprehensive interventions that may be required, bearing in mind the importance of integrating the centrality of protection within the strategy and response, while acknowledging that more detailed and layered joint approaches will need to be developed by the participating organizations that have relevant technical and contextual expertise at the area level.

Supporting positive progression towards DS is dependent on ensuring that IDPs can craft solutions according to their own preferences and in line with local Government policies which will require investment in equal measure across all eight objectives.

Interventions are built on a holistic action-oriented approach to advance solutions that consider local realities, intentions of affected populations, and displacement and return dynamics.

Strategic Objective

IDPs, returnees and other displacement-affected populations are supported to pursue and ultimately achieve a voluntary, safe, and dignified durable solution to their displacement through return, local integration or settlement elsewhere in Iraq.

SPECIFIC OBJECTIVES (SO)	ACTIVITIES
<p>SO1 - Government leadership: National and local authorities lead the development and implementation of effective and inclusive strategies to support DS to displacement in Iraq for all displacement-affected people</p>	<ul style="list-style-type: none"> • Technical support for the development of inclusive area-based plans for DS • Sector-specific technical capacity building through training, mentorship, and other forms of technical assistance • Coordination of the response, design of plans, and implementation with authorities • Advocacy and technical assistance for policy development.
<p>SO2 - Housing and HLP: Displacement-affected populations have access to housing and security of tenure</p>	<ul style="list-style-type: none"> • Information dissemination and awareness raising on HLP rights • Legal assistance and counselling (documentation) and representation to obtain/restore HLP documentation and resolve inheritance issues • HLP formal and informal dispute resolution (for illegal/secondary occupation, competing ownership claims, illegal sales of the property or under coercion etc.) • Legal assistance to access GoI compensation scheme • Advocacy on HLP, including promotion of conflict sensitive approaches • Capacity building on HLP for service providers and Government officials • Housing rehabilitation (lightly, moderately, or severely damaged houses, categories 2–3)¹⁰¹ • Housing reconstruction in-situ or provision of new housing (fully destroyed, category 4) • Rental assistance • Critical shelter upgrades for IDPs out of camps • Compensation mechanisms • Transitional shelter solutions for returnees • Residential ERW clearance / management
<p>SO3 - Livelihoods: Displacement-affected populations have access to sustainable livelihoods and income</p>	<ul style="list-style-type: none"> • Provision of agriculture inputs and secure access to farmlands • Protection, replacement, and rehabilitation of productive assets • Market-based programming, including rehabilitation/re-establishment of infrastructure services in productive value chains • Entrepreneurship and scale-up support to strengthen market linkages • Micro-credit and access to financial services • Technical and vocational education and training, as well as sustainable livelihoods and job creation/job replacement support • Capacity of public and/or private local stakeholders developed to support livelihoods recovery

¹⁰¹ Shelter level of damage categorization; Guidance notes on emergency repairs of war damaged shelters, Iraq Shelter cluster, 2019.

<p>SO4 - Basic services: Displacement-affected populations have equitable access to basic services (school, health, electricity, water and social protection)</p>	<ul style="list-style-type: none"> • Service provision restoration • Infrastructure rehabilitation • Organizations to provide technical assistance • Technical support to local Government to strengthen service delivery • Infrastructure rehabilitation and construction for provision of basic services, including electricity networks • Restoration or new construction of local administration buildings (related to S01) or community centres (related to S06) • Health: Provision of essential health services, pre-departure health screening and provision of medicines for transition period, nutrition and immunization, physical rehab of patients, sexual and reproductive health, treatment of common diseases, increase access to essential health services – reconstruction of health facilities, equipment of health facilities, technical support to medical personnel, support to Ministry of Health • Water, Sanitation and Hygiene: Rehabilitation or construction of water pumping, treatment and distribution network, rehabilitation and construction of drainage and sanitation systems. Reestablishment of sanitation/solid waste management services. Ensuring access to supporting hygiene-related non-food items. • Education: Support to enrolment of IDP and returnee children in schools, provision of catch-up classes for children in a non-formal environment, provision of remedial education/accelerated learning for children and youth, provision of structured school-based psychosocial support out of camps, provision of teaching and learning material out of camps, rehabilitation of school buildings, technical support, and capacity building of teaching personnel and school administrators • Social protection: Food assistance, cash transfer programming (i.e. cash for work, multi-purpose cash assistance), social protection schemes and increasing market linkages
<p>SO5 - Documentation and rights: Displacement-affected populations have access to personal and other civil documentation and have equal access to justice</p>	<ul style="list-style-type: none"> • Legal counselling, assistance, and representation for access to civil documentation • Support and facilitate access to civil documentation • Technical support/advocacy to support displacement-affected population having equal access to mechanisms to exercise their rights • Strengthening judiciary, support to legal system • Legal aid and access to justice • Legal assistance and representation for individuals in detention • Assistance for strengthening Rule of law • Support to institutions and other stakeholders in developing and implementing comprehensive reparation program for conflict-related sexual violence

<p>SO6 - Social cohesion: Displacement-affected populations are able to live together peacefully and in safety, with inter-communal trust strengthened</p>	<ul style="list-style-type: none"> • Conflict analysis to inform conflict sensitive programming (at community, district and governorate level) • Support to local peace and reconciliation structures and/or platforms (including capacity building) • Support to national and local institutions and stakeholders on development and implementation of reconciliation and social cohesion initiatives and programs (e.g. Ministry of Youth and Sport, Committee for Dialogue and Societal Peace, etc.) • Support organizational development processes to improve the linkage between national, sub-national, and local peace and reconciliation structures (including appropriate framework agreements and, where appropriate, mandates in accordance with subsidiarity principles) • Support the development and signing of locally brokered peace agreements • Youth and women engagement efforts and/or support to volunteer networks (including capacity building) • Community-based social cohesion activities and/or community peace initiatives (e.g. storytelling events, sports-for-peace and arts-for-peace activities, cultural events, dialogue and consultation, etc.) • Joint social cohesion, economic development initiatives, social projects designed to address drivers of conflict • Increased coordination between social cohesion, humanitarian and development actors to strengthen existing and new initiatives, and nexus programming • Enhanced evidence and learning around social cohesion mechanisms that enable return or integration • Support media and advocacy for social cohesion • High level national reconciliation roundtables between community groups, policymakers, and Government officials
<p>SO7 - Safety and security: Displacement-affected populations feel safer and more secure in their areas of settlement</p>	<ul style="list-style-type: none"> • Protection monitoring, post-return monitoring • Explosive ordnance risk education • Survey and clearance of explosive ordnance • Mine-risk education • Awareness raising, protection service mapping, and referrals • Community-based protection activities • Protection case management (general protection, gender-based violence, community policing) • Child Protection education capacity building, parenting programmes • Disability inclusion (support to disabled people’s organizations, accessibility audits and measures, etc.) • Security sector reform • Community policing, community safety forum • Psychosocial support services: Measures to strengthen family and community supports, focused, non-specialized support, specialized services • Tracing and reunification services/assistance • Community security capacity building of police, technical support for community-oriented and gender-responsive policing, institutional strengthening • Technical assistance and capacity building of services providers

<p>SO8 - Facilitated movements: Displaced people in priority displacement sites are supported to pursue their intentions in a safe and dignified manner</p>	<ul style="list-style-type: none"> • Intentions surveys and assessments • Post-return/post-displacement monitoring • Go-and-See visits • Facilitated return movements • Provision of cash-based departure and reintegration assistance
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This operational framework is intended to build upon the overall strategy and direction provided by The National Plan for Solving Displacement which has been developed by the Government using area-level approaches to support its implementation. The DSTF is working at the national-level to establish a mechanism to promote that all implemented programmes and localised DS plans of action, guided by this framework and overseen by DSTWG, are reported back to national counterparts and, where relevant, can be supported by national authorities where specific activities require centralized decision making, including with addition of a fifth strategic priority to the UNSCDF which will be endorsed by the Government.

The operational framework builds and expands upon the experiences of the Government and aid agencies to support the improvement of living conditions of returnees in many conflict-affected areas as well as to support the pursuit of DS. This includes projects such as “facilitated voluntary returns”

in Ninewa and Anbar that seek to facilitate safe, dignified, and sustainable returns for IDPs in those camps as well as in some non-camp locations. Additional examples include work conducted by the United Nations Mine Action Service of Iraq which collaborated with the United Nations Development Programme Funding Facility for Stabilization (FFS) and cleared 1,471 sites, totalling 278 million square metres of land and 50,000 explosive ordnances in retaken areas since 2016. Interventions were informed by a phased workflow, from pre-departure (including activities such as go-and-see visits) until after returns and serve as a model to scale-up as part of this strategy.¹⁰² Main lessons learnt from these experiences concern the enhancement of coordination among actors operating in AoO and in areas of integration; strengthening of coordination with Government authorities while creating stronger Government ownership over processes; creating linkages between areas of displacement and AoO; and the need to support pathways to solutions for families facing category 2 and 3 barriers to return.

¹⁰² These projects took place in Salamiya 2 camp in Ninewa and Al Amriyah Al Fallujah camp in Anbar. They were rolled out in close coordination with the GoI and a network of humanitarian, stabilization and development actors, informally the Durable Solutions Network (DSN). DSN worked closely with the Returns Working Group, clusters, the Cash Working Group, the Iraq Information Centre, the CwC-AAP Working Group and other partners in order to develop workflows and tools that may be replicated later. The pilots were implemented during 2019–2020.

2.1 SPECIFIC OBJECTIVES

SO1 - Government leadership: National and local authorities lead the development and implementation of inclusive and effective strategies to support DS to displacement in Iraq for all displacement-affected people.

A core premise of DS, as outlined in the IASC framework for DS, is ensuring that processes are, to the extent possible, Government-led and owned, with non-governmental actors performing a complementary role. In line with efforts to encourage, promote and support Government-led DS interventions, all planning and implementation will be conducted hand-in-hand with local authorities. DS PoAs will be developed jointly with Government counterparts who will be engaged from the offset, agreeing on priority locations for intervention, specific groups in need of assistance, and priority interventions and mechanisms for tracking and monitoring progress. Through the process of localised planning, capacity building will take place to promote a common understanding of DS principles and frameworks and area-based participatory planning, as well as effective monitoring and evaluation to jointly track progress.

Furthermore, at the national-level, building on the Government National Plan and the introduction of a fifth strategic priority to the UNSCDF, regular engagement will occur with national authorities to divide and follow-up on responsibilities for the implementation of DS. Incorporated into the fifth strategic priority will be the provision of technical assistance and capacity building at the central level as a crucial element of this strategy. This includes broader efforts to increase GoI capacity to design, implement, and coordinate projects and programmes that contribute to DS in Iraq, as well as the development of policy solutions to support DS outcomes.

SO2 - Housing and HLP: Displacement-affected populations have sustainable access to housing and security of tenure

With 71 per cent of IDPs having identified access to housing as one of the main barriers to their ability to return,¹⁰³ the pursuit of this objective is key in enabling returns as well as other solutions and supporting the long-term sustainability of these solutions.

In order to achieve this objective, interventions will include a combination of housing and shelter assistance on the one hand, and legal assistance to protect and promote HLP rights on the other. A set of activities including provision of information and counselling on HLP rights and available redress mechanisms, provision of legal assistance and representation to obtain/restore HLP documentation,

facilitation of submission of claims for property compensation, and formal and informal / alternative dispute resolution mechanisms to resolve issues of inheritance and secondary occupation. These activities should support both people in relation to property in the area of settlement and in their AoO to ensure they don't forego their rights to property even in case they opt not to return. Durable and transitional shelter interventions will be carried out in line with the necessary HLP safeguards. In order to enable sustainable access to housing, interventions will range from housing rehabilitation and reconstruction, provision of temporary shelter options, and explosives clearance of residential areas, to cash assistance for rent and links to SO3 to support more sustainable access to livelihoods, as appropriate.

SO3 - Livelihoods: Displacement-affected populations have access to sustainable livelihoods and income

Access to sustainable income and livelihoods for all segments of the population, irrespective of their displacement status, is instrumental both to enable the sustainable return and reintegration of displaced populations and to create conducive conditions for acceptance of individuals relocating and integrating locally in other parts of the country.

Livelihoods programmes aimed at addressing both immediate needs for income generation (such as Cash-for-Work [CfW]) and creation of sustainable livelihoods should be rolled out across all key locations. Activities will range from supporting job creation and improving access to sustainable livelihoods including assets recovery and rehabilitation to increasing access to and quality of financial and employment services; rehabilitation and re-establishment of markets and value-chain where these have been significantly affected; explosives clearance of agricultural land and other productive infrastructure such as irrigation infrastructure; and asset replacement and rehabilitation. Beneficiary targeting under this programme should consider a combination of both socioeconomic vulnerabilities and the specific effects of displacement on individuals with tailored efforts to engage women and people living with disabilities, including through graduation approaches where appropriate as well as an analysis of accessible livelihoods opportunities for women (taking into account social- and protection-related barriers). Wherever possible, close linkages with private sector development programmes should be sought to align capacity development programmes (such as skills development and vocational training) with the labour market needs of a recovering economy.

103 DTM. Integration Location Assessment 5. August 2020.

SO4 - Basic services: Displacement-affected populations have equitable access to basic services (school, health, electricity, and water)

In order to contribute to improved standards of living, a combination of infrastructure programmes and support to re-establish essential services will be prioritized based on gaps identified through available service maps and other available assessments. These short-term interventions will include a combination of physical reconstruction and support to restore service delivery mechanisms and will be complemented by the development of sustainable mechanisms at governmental-level to promote an efficient deliverance of basic utilities and social assistance in the long-term.

Strengthening service provisions and activities aimed at re-establishing, supporting, or enhancing essential services will be prioritized based on gaps identified in the service mapping or other assessment of available and functional basic services. This includes not only activities implemented by international or non-governmental partners, but also (especially) through longer-term work with the Government to improve its public service delivery. Activities aimed at strengthening service provision will focus on developing national Government systems and supporting local service providers to restore service delivery and, where needed, to scale up their reach to account for the additional population now residing in targeted areas. Mapping of available services and ongoing programmes at the local-level to build referral pathways and identify gaps in services that could undermine the sustainability of the reintegration process should be conducted as required. Active organizations and stakeholders are identified prior to substantial engagement with populations to promote thorough understanding of information on the lack of services in AoO. This information is used to mobilize resources and trigger interventions in target areas to benefit all segments of the population. Gaps will be prioritized with a focus on sustainability of reintegration.

Where relevant, these activities will be combined with infrastructure rehabilitation and reconstruction, including, for example, for service provision facilities that are damaged and for provision of essential services such as electricity and water, explosives clearance of residential areas, rehabilitation of schools and health facilities, as well as the provision of core public services and advisory services (such as agricultural extension services, legal advice centres), often through programmes that support the enhancement of Government systems to deliver basic services to the population.

To enable access to sites potentially contaminated with explosive ordnances (EO), non-technical surveys should be carried out to understand the extent of contamination and priorities for any subsequent clearance of EO. Prioritization

should be done in coordination with the Gol Directorate for Mine Action, who will produce and issue tasking orders allowing relevant actors to clear the targeted areas to enable reconstruction and rehabilitation of facilities.

SO5 - Documentation and rights: Displacement-affected populations have access to personal and other civil documentation and have equal access to justice.

Access to civil documentation is key for displacement-affected communities to fully exercise their rights as citizens and for sustainable return, local integration, or relocation. Civil documentation provides proof of legal identity, facilitates access to basic services (including Government social protection schemes), and promotes freedom of movement. Access to civil documentation reverberates across all realms of DS programming and is part of the IASC criteria on DS.

Activities aimed at improving access to civil documentation for IDPs, returnees, and host community members include providing information, legal counselling, and legal representation, while concurrently promoting acceptance of undocumented access to key services such as education. Information provision and legal counselling inform affected communities of the processes required to obtain documentation, including in areas of displacement, and integration, and origin. In some instances, technical or material support to the Government, such as the Ministry of Interior's Civil Affairs Directorate, might be required to support the functioning of key Government offices.

Interventions may also include other stakeholders in developing and implementing comprehensive reparation programs for conflict-related sexual violence (CRSV), provision on legal aid and access to justice, technical assistance for strengthening rule of law and capacity building, and technical support for community-oriented and gender-responsive policing.

Interventions are ongoing to enhance access to remedies and justice through providing support to institutions. These interventions have included civil documentation missions, coordinated by humanitarian partners with the Ministry of Interior (MoI) and governorate-level Civil Affairs Directorates, to meet the documentation needs of targeted communities.

SO6 - Social cohesion: Displacement-affected populations are able to live together peacefully and in safety, with inter-communal trust strengthened

This objective will be achieved through social cohesion and peacebuilding interventions, implemented via conflict sensitive approaches, with the two-fold objective of promoting future returns and maintaining a safe and enabling environment in the longer-term in both areas of return and areas of relocation. Interventions will include support to local peace and reconciliation structures and platforms, support to national and local institutions and

stakeholders on development and implementation of transitional justice, reconciliation and social cohesion initiatives and programmes, and community-based social cohesion activities and community peace initiatives. Support can also be provided to improve Government-led social cohesion initiatives, link Government and civil society stakeholders, partners, and initiatives at different levels (national, sub-national, local), and professionalize exchanges and promote interaction across levels. In this regard, social cohesion and peacebuilding actors have made significant investments in supporting the establishment of Local Peace Committees and other local-level initiatives that could and have at times already played an important role in enabling the return of parts of the communities to AoO, as well as negotiating solutions to allow individual families to return safely. Sustainable social cohesion interventions should be designed to achieve any of the following objectives collectively or independently: reduction of intercommunal tensions, prevention of collective punishment against returning populations, prevention of false accusation of ISIL affiliation, promotion of peaceful co-existence, prevention of targeting and retaliation of families with perceived affiliation, reckoning with the past, and any other objectives that aim at increasing/promoting cohesiveness in targeted areas.

Furthermore, measures to promote consultation and dialogue between the Government (including security duty bearers) and communities to support restoration of trust at the local-level will be implemented. Consultations should strengthen trust in the provision of and access to GoI services and programmes for all residents, regardless of their displacement status and whether they are originally from those areas or recently arrived. Consultations should seek to promote a space to involve different community members and authorities in planning and prioritization.

SO7 - Safety and security: Displacement-affected populations feel safer and more secure in their areas of settlement

Interventions under this objective will seek to strengthen safety and security of displaced individuals through supporting the security sector reform and addressing aspects of how security actors engage with civilian population. This support will be provided through interventions to strengthen community policing and community security, building capacity of police, technical support for community-oriented and gender-responsive policing, and institutional strengthening.

In addition, there will be protection activities, services, and community-level protection interventions—based on monitoring and evidence gathering—implemented to both prevent and respond, at the individual and communal level, to

protection risks and / or rights violations against individuals. Protection risks and / or rights violations threatening the safety and security of individuals may arise due to the presence of armed and security actors in a particular area, may be caused by civilian authorities or community members, among others, or result from the geographical context (for example incidents caused by unexploded ordnances).

Protection services provided to contribute to achieving this objective therefore include provision of individual protection services (general protection, gender-based violence, explosive ordnance risk education, and community policing), strengthening of community-level protection mechanisms, and provision of mental health psychosocial support services. Activities could be implemented both through direct delivery by protection, demining and mental health psychosocial support actors, and in collaboration with relevant Government institutions and other relevant service providers at community-level, including through technical support and capacity building.

Partners will also seek to support eligible households to access Government social protection schemes through provision of transportation, accompaniment, interpretation and translation, and other types of assistance.

SO8 - Facilitated movements: Displaced people in priority displacement sites are supported to pursue their intentions in a safe and dignified manner

Interventions in support of this objective aim at enabling IDPs to access their chosen durable solution pathway in a voluntary, safe, and dignified manner through supporting departures from camps and other areas of displacement and by assisting their return and reintegration or sustainable local integration or settlement elsewhere.¹⁰⁴ In addition to returning IDPs, interventions at the area-level should provide similar services to host community members using a vulnerability-based approach. Activities under this objective should be supported by community consultations and engagement on a community's rights and available pathways towards DS.

The approach begins with the establishment of help desks or other outreach mechanisms in camps and in other relevant locations outside of camps in the location of displacement. Help desks aim to provide information material and FAQs from pre-departure activities to support during and after return, as well as facilitate registration of households for the programme. Registration typically includes basic profiling information about households, including intentions and information regarding key obstacles to returns and prospective locations of destination. Facilitated movements also seek to ensure destination communities are engaged

¹⁰⁴ for greater geographic spread and increased coverage in terms of number and types of participants while also seeking to engage actors with experience in a variety of sectors. Furthermore, while this approach was designed with a specific focus on supporting return to AoO, a similar set of activities could be used also to assist families moving to other areas as part of a relocation process, should this become possible in future.

to understand needs and reduce the risk of tensions upon IDP arrival in particular locations.

Following registration, households may participate in go-and-see visits to engage in information sessions with local authorities and service providers in their respective areas of destination, allowing IDPs to better understand conditions in their areas of origin or other locations before taking decisions to return or settle elsewhere. Information sessions can be organized in locations of origin and in locations from which several households are originally, as well as in camps and other locations of displacement when large movements are anticipated. In situations where a large number of households are engaged in the process, this activity could be targeted only to specific household profiles, for example, those experiencing category 2 and 3 barriers to return. In certain cases, either instead of or in addition to go-and-see visits, “come-and-tell visits” involve local authorities and leaders visiting displacement sites to engage in dialogue and conduct information sessions with IDPs.

Upon confirmation of intentions to depart, households

are provided with material support to organize their travel. Households are contacted with departure-related information, emergency movement lines are set up, and participating families are provided with cash grants to independently handle their movement and address immediate needs upon arrival. In consideration of participants’ safety, there could be instances where transportation for returning households is provided in kind—for example in case of particularly vulnerable households or where safety concerns during travel might be identified. Lastly, arrival desks or reception points are set up within the location of arrival to register returns, distribute household arrival packages, provide contacts for feedback help lines, and facilitate profiling and referrals.

All components of the approach outlined above may not be necessary in all instances of support provided to IDPs to move from an area of displacement to an area of return or relocation. The DSTWG will work on expanded guidelines and review approaches such that they are tailored and adaptable depending on IDP preferences.

2.2 COORDINATION AND IMPLEMENTATION

2.2.1 DS coordination architecture and governance

The combined support of humanitarian, development, stabilization, and peace building actors is necessary to achieve DS. While many of these activities are on-going, it is important that they are linked and integrated in a way which maximises the contribution towards the specific DS outcome. Moreover, it is important that these activities are implemented in accordance with recommended guidelines and international frameworks on DS. As such, a dedicated coordination mechanism was established to support solutions outcomes to (1) create the space to bring different actors together from across the nexus for the purpose of addressing protracted displacement; (2) to support in organising and integrating their activities in a way which supports DS outcomes; and (3) to develop and adapt frameworks and approaches for the Iraq context which promote adherence to standards outlined in international guidelines. The mechanism is created to support the ability of aid actors to perform a complimentary role to the Government at the national- and local-level. This will be achieved with the UNSDCF at the national-level, working jointly with the Government to agree on aspects of GoI’s National Plan for Resolving Displacement that aid actors will support and through the development of localised PoAs at the local level—as iterations of the national plan –to support DS implementation through joint approaches with the local authorities in priority areas.

At the national-level, engagement will occur primarily through the MoMD who will lead on the implementation of the National Plan by overseeing and steering a committee that has been established for its follow-up and implementation. However, the DSTF will continuously adapt its approach based on the evolving reality of which Government counterparts are tasked with leading and implementing the plan. Moreover, technical engagement will continue with Government counterparts at the national- and local-level with specialised responsibility, such as the Tribal Affairs Committee, primarily addressing challenges of community acceptance for households with perceived affiliation to ISIL.

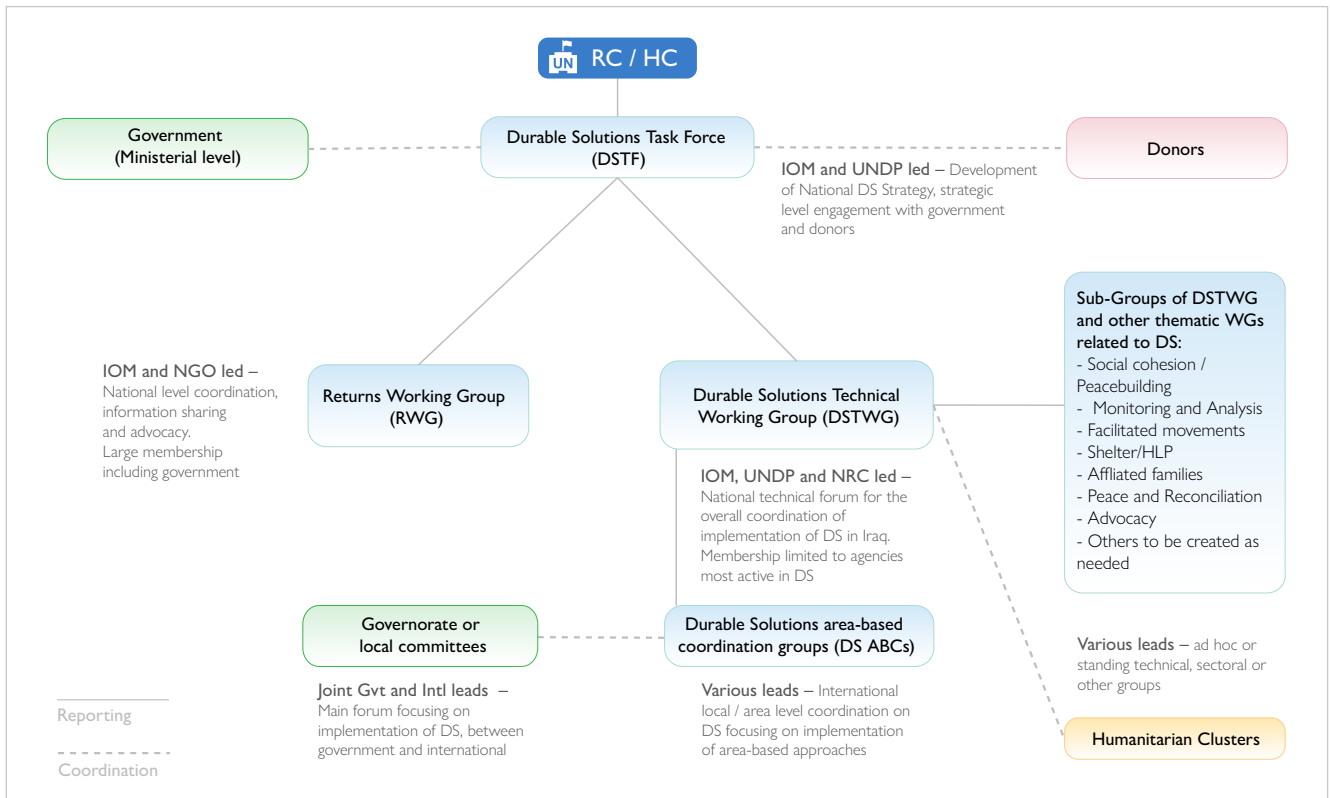
Local-level engagement with the Government will be tailored and adapted to context, preceded by stakeholder mapping to identify the most appropriate partners for joint planning. Past local engagement has highlighted the importance of adapting approaches according to context rather than engaging with set entities who may have varying degrees of power and influence by location. However, area-based coordination groups will also be cognizant of local power dynamics and the importance of respecting predefined structures and assigned responsibilities of specific Government entities.

To facilitate the coordination required to achieve DS outcomes, the DSTF is supported by two additional

national-level groups, namely the Returns Working Group (RWG) and the DSTWG. The pre-existing RWG, with open membership, has been brought under the DS architecture and offers a wider platform for information exchange and updates on interventions and plans. The DSTWG is a smaller operational and technical platform to design DS programmes and approaches, acting as the main vehicle for steering the

operationalization of relevant plans. The group has 24 seats, occupied by representatives from stakeholders including the UN, local and international non-governmental organizations, working groups, clusters and other entities, all of whom were nominated and voted in. Members of both groups include stabilization, humanitarian, peacebuilding, and development actors.

Figure 22: DS coordination infrastructure in Iraq



At the national-level, the DSTWG focuses on developing strategies, approaches, tools, and technical guidance. At the local-level, area-based coordination is required to implement plans and approaches that require local-level ownership and coordination through relevant existing or newly formed authority committees, which can be focused or re-focused to support the implementation of DS. The DSTWG oversees, supports,¹⁰⁵ and guides DS implementation through ABC groups. Groups are steered by focal points assigned from operational actors in the area and with support from DSTWG.

The groups include members who can support the steering and development of DS PoAs. The criteria for selection of priority target areas include presence of relevant actors who can support DS interventions and who are willing and able to act as focal points for area-based coordination; buy-in and engagement from authorities; an evidence base indicating higher levels of severity of conditions for reintegration; and accessibility for sustained programming. Prioritization of areas will be continually reviewed based on these factors.

¹⁰⁵ Area-based coordination groups will be supported in several ways, including through field teams for Government liaison, back-stopping the drafting of plans of action, support to IM and so forth. A specific area-based coordination ToR has been developed, as well as area-level planning guidelines which outline the steps that groups are expected to take to work towards a coordinated DS plan of action, jointly with authorities.

2.2.2 Local response design: Area-Based Coordination and Plans of Action (PoAs)

The first stage of area-level DS planning will be to identify a key Government counterpart with whom to work jointly to develop, implement, and monitor PoAs. In doing so, ABCs will be cognizant of comprehensive stakeholder mapping which takes into account existing power dynamics and the importance of working within and around established structures. Initial engagement with this / these counterpart(s) will entail a scoping discussion to outline the current understanding of needs and priority locations and groups from the perspective of international and non-governmental actors, promoting that a coherent and coordinated proposal is brought forward to kick-off preliminary discussions. This initial proposal will be defined through initial ABC group meetings and used as a basis to seek feedback and agree on a way forward for developing PoAs which include the perspectives of additional authority counterparts, community representatives, displacement affected populations, and other stakeholders.

Following initial scoping, as well as the identification of additional Government counterparts that should be engaged, a roundtable will be conducted with additional Government stakeholders as a 'deep dive' into key issues building on existing datasets, needs analyses, and information to further expand upon the initial scoping exercise and to produce a basis for further community consultations and discussions. Thereafter, consultations with IDPs, returnees, host communities, other international and non-governmental actors, and additional local authorities in areas of displacement or areas of destination will take place to understand, more granularly, the perceptions and needs of all stakeholders.

Directly engaging the community to outline the planned approach and seek inputs on the main challenges and solutions to protracted displacement is critical. Where feasible, if affected communities have representatives that could attend an initial kick-off workshop, this would be the preferable course of action, while considering participation of vulnerable groups. If not, based on gaps in information and understanding identified during the situation analysis, consultations can be arranged with various group representatives, promoting inclusivity and diversity. The level of community consultation may vary depending on the availability of recent, representative information on community preferences, obstacles, and so forth.

The outcome and consultations as well as existing data can be brought together and analysed in line with the local context, including political, economic, security, conflict, social,

and gender factors and dynamics. The resulting analysis can then begin to inform which types of interventions may be most relevant, which locations may have specific needs or vulnerabilities, and what stakeholders already know about obstacles, preferences, intentions, and barriers to resolving displacement, among others. Once context analysis and data reviews are completed, it will be feasible to identify where gaps in information remain which will help guide additional primary data collection.

Bringing together the context analysis, situation overview and targets, a concrete PoAs detailing activities and commitments from different actors should be put together, outlining focal points, timelines, and indicators of progress. The plan must clearly specify (1) the actions required over time to reach the targets; (2) who will be responsible for implementing the activities per target; (3) the indicators for monitoring the progress and any unintended consequences of the activities; (4) the timeframe for achieving the activities of each target; and (5) the resources required to implement the activities. The implementation of the action plan should be flexible and adaptable, based on regular review of changes in context, and monitoring of progress towards targets, adapted as the group deems necessary.¹⁰⁶ The DSTWG has developed guidelines for preparing PoAs to streamline and harmonise approaches across areas, with DSTWG focal points at the national- and field-level backstopping and supporting area-based groups to support this process. Built into the planning guidelines includes the identification of a Government committee (pre-existing or newly formed) for regular joint planning and implementation monitoring, taking into account stakeholder mapping and power analysis.

More broadly, ToRs for area-level groups, as well as area-level planning guidelines developed, outline and mainstream the role of the Government throughout the process, including specific minimum steps required to ensure effective engagement. As part of these processes, sensitization, capacity building, and technical guidance will be provided with support from the national DSTWG, building on previously developed training and workshop materials. Agreeing on and dividing responsibilities with Government counterparts is a key aspect of ensuring sustainability of approaches and active Government involvement. Where meetings take place without Government counterparts, they should be with the view to organize and coherently package proposals and suggestions put forward by international and non-governmental actors, with intention to review and readjust decisions made based on dialogue with identified key Government counterparts.

2.2.3 Policy changes and advocacy priorities

In order to progress towards the realization of the strategic objective and related specific objectives that this operational framework sets out to achieve, the implementation of the activities outlined above will need to be accompanied by advocacy and influencing aimed at creating a conducive environment. Addressing and removing some of the existing barriers to DS will require changes to some of the current policies which will have to be mapped out, as well as the development of new policies, legislations and practices regulating displacement and related needs both at the national- and at the local-level.

Approach

Advocacy objectives will be defined in line with the strategic objective and related specific objectives outlined in this operational framework. Their pursuit will be prioritized and planned based on a comprehensive stakeholder mapping and power analysis. This will identify relevant decision makers, allies, and opposition, as well as key conduits to inform and support relevant policy and broader decision-making processes.

Advocacy objectives may require policy and/or practice changes at national Government-, local Government-, donor-, UN-, and / or NGO-level. For example, supporting displacement-affected people to access sustainable livelihoods and income (specific objective 3) may require changes in national policies, local Government services, and international assistance. Objectives will be advanced concurrently, with concerted efforts in pursuit of specific

goals as and when relevant opportunities present themselves or can be secured.

Different actors will lead the pursuit of different objectives, based on the distinct roles, responsibilities, and relationships of DSTF members and the wider aid community. However, the DS Advocacy Sub-Group will lead coordination of and technical support for these efforts. The DSTF will also retain reactive advocacy capacity for ad-hoc priorities arising from and beyond the DSTWG as relevant. Priorities will be revisited periodically and revised if and as needed in accordance with changes in the context.

Monitoring and evaluation

The DSTF Advocacy Sub-Group will develop a short-term (three to six months) action plan with clear roles and responsibilities as informed by the aforementioned stakeholder mapping and power analysis. At the end of each action plan period, the Advocacy Sub-Group will meet to review progress, learning, and relevant changes in the context. The next action plan will be developed accordingly and presented to the DSTF for review and endorsement.

2.2.4 Implementation tools and approaches

The development of area-based PoAs, all policy and advocacy interventions, and all technical assistance should seek to follow specific approaches and consider a number of cross-cutting issues, listed in this section.

- **Conflict sensitivity:** As part of the design of PoAs and subsequent programmes, updated conflict analysis and conflict sensitivity risk assessments per target area should be carried out. Otherwise, existing, recognized assessments should be taken into consideration to promote that plans and interventions are, at a minimum, conflict sensitive. That is, there should be an adequate understanding of how the proposed PoAs or interventions will interact with the local context (including conflict drivers, sources of tension, and power structures, among others) and mitigating measures should be put into place from the onset of activities, while also considering ways in which activities can promote social cohesion. Where instances or trends of increasing tensions are detected during implementation, social cohesion and peacebuilding actors will be called upon to identify appropriate pathways to address or mitigate tensions through specific interventions and adaption of activities as needed.
- **Gender mainstreaming:** Men and women, boys and girls typically have different needs and experience different barriers or challenges in accessing and pursuing their preferred pathways towards solutions due to societal gender norms, laws, and practices that can be discriminatory. Recognizing the specificity of barriers, all action plans and related activities and interventions implemented under this framework need be informed by analysis of these differential needs, promote gender-sensitive programming, and seek to contribute to advancing gender equality.
- **Disability inclusion:** In consideration of the disproportionate impact of conflict and displacement on persons with disabilities¹⁰⁷ and despite the limited availability of reliable data on the numbers of people with disability in Iraq, area-based plans and all related activities will need to maintain a disability inclusive approach in the design, conceptualization, and implementation of programmes and activities. All processes implemented as part of this strategic framework should seek to consult people with disabilities, as well as identify and prioritize the specific barriers they face.
- **Engagement with communities and localization:** In consideration of the local-level focus of PoAs and programmes for DS, and in line with international commitments regarding localization, programming within this framework is encouraged to “recognize, respect, and strengthen the leadership by local authorities and the capacity of local civil society.” Interventions should recognize the importance of supporting and strengthening local services, organizations, and community networks, as well as the need to use approaches like community outreach services and structures as these could be instrumental to resilience building and sustainability.
- **Accountability to affected populations (AAP):** In addition to the engagement and consultation aims outlined above, efforts will be made to communicate area-based plans and engage diverse groups in decision-making processes, as appropriate and feasible. Existing complaints and feedback mechanisms will be identified and communicated, as well as strengthened or created where necessary.

¹⁰⁷ The Convention on the Rights of Persons with Disabilities defines persons with disabilities as including “those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.” (UNCRC, 2006, p. 4)

3. MONITORING PROGRESS AND QUALITY

The DSTWG has established a Monitoring and Analysis Sub-Group to support with mapping and gap analysis of DS responses as well as agree on a set of indicators for the Iraq context to assist in measuring efforts towards DS. This group will link with and inform the development of outcomes and indicators as part of the amendment of the UNSDCF where a fifth strategic priority for DS will be included. As DS activities are comprised of humanitarian, development, stabilisation, and peacebuilding interventions, many of these activities are captured and reported through existing mechanisms. As such, to avoid duplicative reporting and to build on existing work, identifying where activities are currently reported, streamlining reporting mechanisms and identifying gaps in information will be the first step of developing an approach for mapping DS response. Moreover, a number of actors in Iraq have developed indicators and data collection approaches for measuring progress towards DS. Reviewing and building on these indicators, the Monitoring and Analysis Sub-Group will develop a reference point and set of indicators which will be used to promote harmonisation or minimum standards in how information is gathered and analysed to understand progress towards the achievement of DS objectives.

3.1 Service mapping and gap analysis

The DSTWG will set up an information management mechanism to facilitate response mapping, gap analysis, and measurement of progress towards DS, enabling the tracking of the response delivered through area-based coordination groups. Some interventions—including humanitarian, peacebuilding, development, and stabilization—are captured through existing reporting mechanisms. Response mapping will be combined with needs assessments to measure progress against indicators, enabling broader analysis of DS activities and outcomes.

3.2 Monitoring progress towards DS

Return, local integration, and relocation are pathways to solutions rather than solutions in themselves. IDPs may have persisting needs upon return to AoO while attempting to integrate or after relocation. Building on the IASC framework criteria and various measurement tools and initiatives,¹⁰⁸ the DSTWG will develop contextualized indicators to measure achievements towards DS in Iraq. This process will build on existing methodologies, lessons learned, and research such as the DTM Return Index, the Integrated Location Assessment, Return and DS Profiles (ReDS) as well as other thematic research carried out in the past years.

Monitoring of progress towards a shared set of indicators will be key in promoting collective accountability in the delivery of interventions while at the same time enabling DS actors, through the DSTWG, to more effectively design interventions, measure their impact on targeted communities, and identify priorities and gaps more broadly.

Monitoring activities will be a combination of programme-level monitoring of outputs and community and area-level monitoring of improvement in conditions for all residents in each targeted area. Findings from the coordinated monitoring will be used to adapt approaches and to identify gaps in the response and specific barriers or geographic areas requiring further interventions. Recognizing that achieving DS is a long-term process, monitoring will take place periodically over time to assess changing contexts and levels of need.

Additionally, DSTF and DSTWG representatives will continue to engage with the Government to work towards a common understanding of when a durable solution has been achieved. The IASC framework states that a durable solution has been achieved (that is, a person is no longer considered an IDP) when they have no “specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement”. Unpacking and contextualizing this broad definition, jointly with the Government, will enable actors to work towards common and measurable goals.

¹⁰⁸ Such as JIPS Indicator Library, developed under the leadership of the Special Rapporteur on the Human Rights of IDPs; ReDS indicators framework; the work of the Expert Group on Refugee and IDP Statistics (EGRIS).

ANNEX 1 - ACTIVITIES CONTRIBUTING TO DS OUTCOMES

Below is a list of existing activities being implemented across humanitarian, recovery, stabilization, development, and peace-building programmes in Iraq that are considered to contribute to achieving durable solutions outcomes for displacement-affected communities. This list is not exhaustive. The final column indicates if these activities fall under the HRP either in full or in part. Where it is noted as 'yes' this does not mean the entirety of the activity is captured in the HRP, nor does it suggest implementation and targeting approaches are the same.

SECTORS	ACTIVITIES	IN HRP
CCCM/others	Intentions surveys and assessments	Yes
All	Post-return/post-displacement monitoring	No
CCCM/others	Go & See visits	No
CCCM/others	Facilitated return movements	No
Cash/others	Provision of cash-based departure and reintegration assistance	Partially
General Protection	Protection monitoring	Yes
General Protection	Explosive ordnance risk education	
General Protection	Awareness raising and Referrals of cases	Yes
Protection	Disability inclusion (support to disabled people's organizations, accessibility audits and measures, etc.)	Partially
General Protection, Child Protection & Gender Based Violence	Community-based group activities, including peaceful coexistence	Yes
Protection/ Gender-Based Violence / Child Protection	Protection case management	Yes
Child Protection	Child protection education capacity building	Yes
Child Protection	Parenting program	Yes
Child Protection	Structured psychosocial support	Yes
General Protection & Gender Based violence	Psychosocial support interventions	Yes
Mental Health Psychosocial Support	Measures to strengthen family and community support	Yes
Mental Health Psychosocial Support	Focused, non-specialized support	Yes
Mental Health Psychosocial Support	Specialized services	Yes
Mental Health Psychosocial Support	Health facilities providing integrated MHPSS/GBV services; individual and groups sessions.	Yes
Mental Health Psychosocial Support	Capacity building of service providers	Partially

Mental Health Psychosocial Support	Awareness raising on suicide risk factors, prevention, and response	Partially
Safety and security	Prevention/Counter Extremism	No
Safety and security	Community security and policing	No
Shelter	Provision of shelter for IDPs in camps	Yes
Shelter	Housing rehabilitation (lightly, moderately or severely damaged houses, categories -2-3)	Yes
Shelter	Housing reconstruction in-situ or provision of new housing (Fully destroyed, category 4)	No
Shelter	Rental Assistance	Partially
Shelter	Capacity building on technical shelter solutions	Yes
Shelter	Critical shelter upgrades for IDPs out of camps	Yes
Shelter	Transitional shelter solutions for returnees	Yes
Shelter	Residential ERW clearance / management	Yes
Basic services	Infrastructure rehabilitation and construction for provision of basic services – i.e. Electricity	Partially
Basic services - Health	Provision of essential health services	Yes
Basic services - Health	Pre-departure health screening and provision of medicines for transition period	Yes
Basic services – Health	Nutrition and immunization	Partially
Basic services – Health	Physical rehabilitation of patients	Yes
Basic services – Health	Reproductive health	Yes
Basic services – Health	Support to health facilities	Partially
Basic services – Health	Treatment of common diseases	Yes
Health	Increase access to essential health services – reconstruction and equipment of health facilities, technical support to medical personnel, support to Ministry of Health	Partially
Basic services – WaSH	WaSH - Rehabilitation or construction of water distribution and drainage systems	Partially
Basic services – Education	Support to enrolment of IDP and returnee children in schools	No
Basic services – Education	Provide catch-up classes for children in a non-formal environment over a period of 3 months	Yes
Basic services – Education	Provide remediation for children over a period of 9 months	Yes
Basic services – Education	Provisions of structured school-based psychosocial help out of camps	Yes
Basic services – Education	Provision of teaching and learning material out of camps	Yes
Basic services – Education	Rehabilitation of school buildings	No
Basic services – Education	Technical support and capacity building of teaching personnel	No
Food security	Food assistance or Cash Based Transfers	Yes
Livelihoods	Cash for work	Yes
Livelihoods	Sustainable livelihoods and job creation	Partially

Livelihoods	Clearance of agricultural land, productive infrastructure	No
Livelihoods	Assets recovery and rehabilitation	No
Livelihoods	Rehabilitation/re-establishment of markets and value-chains	No
HLP	Housing, land and property – information dissemination and awareness raising	Yes
HLP	HLP – Legal assistance and counselling (documentation) and representation to obtain/restore HLP documentation and resolve inheritance issues	Yes
HLP	HLP formal and informal dispute resolution (for secondary occupation, competing ownership claims, etc.)	Yes
HLP	Legal assistance to access Gol compensation scheme	Yes
HLP	Advocacy on HLP	Yes
HLP	Capacity building on HLP for service providers and Government officials	Yes
Protection	Legal counselling, assistance, representation for access to civil documentation	Yes
Protection	Tracing and reunification services/assistance	No
Governance	Voter registration	No
Governance	Election monitoring	No
Social Cohesion	Support to Local Peace and Reconciliation structures/platforms (including capacity building)	No
Social Cohesion	Support to national and local institutions and stakeholders on development and implementation of reconciliation and social cohesion initiatives and programs (e.g. Ministry of Youth and Sports)	No
Social Cohesion	Youth engagement efforts and/or support to volunteer networks (incl. capacity building)	No
Social Cohesion	Community-based social cohesion activities and/or community peace initiatives (e.g. storytelling events, sports-for-peace and arts-for-peace activities, cultural events, dialogue and consultation, etc.)	No
Protection	Mobile legal teams	Yes
Protection	Legal assistance and representation for individuals in detention	Yes
Transitional Justice/Reparations	Support to institutions and other stakeholders in developing and implementing comprehensive reparation program for conflict related sexual violence	No
Community Policing	Community security - building capacity of police, technical support for community-oriented and gender-responsive policing, institutional strengthening	No
Rule of Law	Access to justice	No
Rule of Law	Assistance for strengthening Rule of law	No

IRAQ DURABLE SOLUTIONS STRATEGY AND OPERATIONAL FRAMEWORK



حلول دائمة في العراق
Iraq Durable Solutions

