

HRP 2022 GUIDANCE NOTE FOR SHELTER AND NFI ACTORS

May, 2022

Abstract

Shelter Cluster response planning and targeting is placed under Specific Objectives 1.1 and 1.2 and our collective response will contribute towards improved access to essential services and dignified and safe living conditions for people in need.

CONTENTS

1. Introduction.....	2
2. Shelter and NFI Needs – HNO 2022.....	2
3. Shelter Cluster Response in the HRP 2022	2
4. Target Population	4
5. Vulnerability Criteria of the Shelter Cluster	6
6. Geographical Priorities	7
7. Activity-Based Costing (ABC)	8
8. Criteria of the Shelter Cluster to Prioritize Partners and their Programs.....	9
9. Exit Strategy and Transitioning.....	10
ANNEX I - PRIORITY GEOGRAPHICAL AREAS.....	i
Annex II – Strategic and Specific Objectives of HRP 2022	ii
Annex III – Activity-based Costing Coordination Approach in Iraq 2022.....	iii
Annex IV – Partners Presence January – December 2021.....	vi
Annex V – Vulnerability Criteria for Shelter Cluster 2022	vii
Annex VI – Cluster Team	ix

TABLES

Table 1: Shelter and NFI log frame	3
Table 2: Shelter and NFI Target Overall.....	4
Table 3: Shelter Target per activity. Note that IHF Funding has already been mobilized for some of these targets at the end of 2020	5
Table 4: NFI target. Note that IHF Funding has already been mobilised for some of these targets at the end of 2020 ...	5
Table 5: Criteria to be considered during beneficiary prioritization	7
Table 6: Activity Based Costing of the Shelter Cluster	9
Table 7: IDPs out of camp and returnees target at district level.....	i
Table 8: HRP 2021 inter-cluster strategic and specific objectives.....	ii

1. INTRODUCTION

The aim of this guidance note is to expand the Shelter Cluster chapter of the Humanitarian Response Plan 2022 into an operational strategy for all Shelter and NFI Partners in Iraq.

Since April 2019 Activity-Based Costing (ABC) has been implemented in Iraq. As in HRP 2021, it will be not required partners to submit project proposals in the Online Project System (OPS or HPC projects module) for the HRP 2022, this note should serve to guide partners' operational planning and implementation. For more support, please contact the Shelter Cluster Team in Iraq (Annex VI).

2. SHELTER AND NFI NEEDS – HNO 2022¹

Of the 6 million people originally displaced, 2.5 million continue to face humanitarian needs, including 728,000 IDPs and 1.7 million returnees; of these just under 1 million people are in acute need, including 382,000 IDPs and 579,000 returnees.

The 2.5 million people in need include 180,000 in-camp IDPs, 549,000 IDPs displaced outside camps; and 1.7 million people who have returned to their areas of origin.

Out of the 2.5 million people in need an estimated 961,000 people experience acute need compared to 2.4 million people the previous year. This nearly threefold decrease (61 per cent) has primarily occurred among returnees and IDPs living outside camps. The drop in the acute PIN is the result of a narrower definition of humanitarian need, with tighter focus on identifying people with multiple humanitarian needs directly generated by the crisis with ISIL and less focus on longer term needs caused by structural issues. People in acute need are the most severely vulnerable, who are not able to meet several of their most basic needs, often live in critical shelter, lack core civil documentation and require protection.

The 961,000 people in acute need include 144,000 in-camp IDP, 238,000 IDPs displaced outside camps; and 579,000 people who have returned to their areas of origin.

3. SHELTER CLUSTER RESPONSE IN THE HRP 2022

The overarching strategic objectives of the HRP 2022 have been informed by the HNO 2022 and set by the Humanitarian Country Team (HCT).

Shelter Cluster response planning and targeting is placed under Specific Objectives 1.1 and 1.2 and our collective response will contribute towards improved access to essential services and dignified and safe living conditions for people in need.

¹[Humanitarian Needs Overview Iraq](#) – Number of People in Need (pg 14)

Strategic Objective	Specific Objective	Cluster Objective	Response Approach
SO 1: Vulnerable IDPs in camps, acutely vulnerable out-of-camp IDPs and returnees are supported to live in safety and dignity	1.1 Support access to specialized protection services and maintenance of camp minimum standards for acutely vulnerable IDPs in camps to ensure safe environments at both family and camp level	Most vulnerable conflict-affected people benefit from improvement of emergency shelter through enhanced safety, dignity, privacy, shielding them from harsh weather conditions helping them overcome the additional vulnerability caused by substandard dwellings.	The Shelter Cluster targets the most vulnerable with critical shelter support and basic household items in camps, in collaboration & complementarity with other humanitarian programmes, especially those of the CCCM, Protection, and WASH Clusters.
	1.2 Support access to specialized protection services and community based interventions for acutely vulnerable out of camp IDPs to address risks to their safety and well being	Most vulnerable conflict-affected people benefit from improvement of critical shelter through enhanced safety, dignity, privacy, shielding them from harsh weather conditions and tenure security, helping them overcome the additional vulnerability caused by substandard dwellings.	The Shelter Cluster targets the most vulnerable with critical shelter support and basic household items in prioritized districts, in collaboration & complementarity with other humanitarian programmes, especially those of the CCCM and Protection Clusters, the HLP Sub-Cluster and MPCA actors.

Table 1: Shelter and NFI log frame

In 2022, the Shelter Cluster plans to reach 42,800 IDPs in-camp, 81,100 IDPs out-of-camp and 186,800 returnees with critical shelter support and basic household items in 31 prioritized districts. The cluster's goal is to ensure that the most vulnerable conflict-affected people receive shelter support to live in safety and dignity, improving privacy and security of tenure while providing protection from harsh weather conditions. The interventions will contribute to the HRP strategic objective one of supporting vulnerable IDPs in-camps, and acutely vulnerable out-of-camp IDPs and returnees to live in safety and dignity, by contributing to a safe and secure physical living environment.

Since 2019 the consensus among humanitarian actors is to implement a more targeted approach where people are served based on their identified critical needs rather than on their status.

People living in critical shelter, including in camps, lacking self-reliant strategies and thus in need of external support to meet minimum durable living standards, remain the focus of the 2022 response.

While most camps meet minimum requirements to mitigate flood risks, the Shelter Cluster will continue to monitor the needs to replace tents in support of local partners, including government, upon their request.

In out of camps, critical shelters will be upgraded to meet minimum standards for both IDPs and returnees. **War Damaged Shelter Repairs for returnee house owners, due to their cost and longer-term impact, are no longer part of the humanitarian response in 2022, as it was in 2021 – coordination of those activities will be under the remit of development/stabilization actors as part of Durable Solution.**

Unless new large-scale emergencies occur, **provision of non-food-items will be maintained for those in critical need (lifesaving)** and be run primarily through cash-based interventions to best meet household-level needs and reinforce markets. **Referral mechanisms of vulnerable cases for multi-purpose cash assistance** will be strengthened including coordination with **MPCA actors through CWG**.

As in HRP 2021, winter support will continue being not a self-standing activity under the HRP in 2022. The HNO revealed high needs for basic household items including those needed to endure winter. Based on this needs' analysis, and following consultation with its SAG members, the **Shelter Cluster recommends the distribution of a customized selection of Non-Food Items and winter items (heating stove and kerosene jerry can) as part of one extended kit.**

A stronger involvement of the Government to support vulnerable people is advocated for as part of the Cluster Transitioning process, through Ministry of Migration and Displacement's (MoMD) humanitarian assistance, but also social safety systems such as those managed by the Ministry of Labour and Social Affairs (MOLSA), the return grant, and payment of compensation claims, etc. This also include the advocacy for handing over shelter activities to Ministry of Planning (MoP) or Ministry of Construction, Housing, Municipalities, and Public Works (MCHMPW).

4. TARGET POPULATION

In 2021, Shelter Cluster and its partners will target the following population groups:

- **Camp population:** very vulnerable people remaining in camps in need of NFI replenishment and shelter replacement. Additionally, continued camp maintenance activities will serve the camp population as a whole in the remaining camps.
- **Out of camp population:** highly vulnerable people living in critical shelter and those in secondary displacement due to premature camp closure. Identification should be conducted using primarily the Socio-Economic Vulnerability Assessment Tool (SEVAT) developed by the Cash Working Group (CWG), and if not possible, through applying the Vulnerability Criteria for COVID-19 Situation developed by the Shelter Cluster to ensure alignment of beneficiary selection methods across partners (Annex V). As such, Shelter Cluster partners should be familiar with the tool and ensure staff are informed on its use. The Cluster will consider capacity building in close collaboration with the CWG, to enable partners to confidently use the SEVAT. This will also facilitate the strengthening of referral mechanisms, when the number of people found in need of SNFI support exceeds the capacity of a certain partner to respond. Or, when CWG actors have identified people in need of SNFI support. Shelter Cluster encourages the sharing of data, where possible, between Shelter and MPCA partners, and other actors using the tool to avoid duplication of efforts and assessment fatigue.

Based on the HNO 2022 analysis, achievements of SNFI programmes in 2021 and financial considerations, the target population for shelter and NFI interventions for 2022 is as per below tables.

Population group	Target (individuals)			
	Acute PIN (ind.)	Shelter (ind.)	NFI (ind.)	Total (ind.)
IDP CAMP	132,194	29,171	13,645	42,817
IDP Out of CAMP	123,365	50,463	30,596	81,059
RETURNEES	277,458	145,520	41,277	186,797
Total	533,017,136	225,154	85,518	310,673

Table 2: Shelter and NFI Target Overall

Population group	Target Shelter (ind.)	Remarks
IDP CAMP	29,171	– Tent replacement / shelter maintenance - regular camp maintenance
IDP Out of CAMP	50,463	– 40,947 ind. To be assisted through critical shelter upgrades – 9,517 ind. to be served through cash for rent programmes
RETURNEES	145,520	– 127,601 ind. To be assisted through critical shelter upgrades – 17,919 ind. to be served through cash for rent programmes
Total	225,154	

Table 3: Shelter Target per activity. Note that IHF Funding has already been mobilized for some of these targets at the end of 2020

Population group	Target NFI (ind.)	Comments
IDP CAMP	13,645	– NFI Kit distribution (replenishment)
IDP Out of CAMP	30,596	– NFI Kit distribution
RETURNEES	41,277	– NFI Kit distribution
Total	85,518	

Table 4: NFI target. Note that IHF Funding has already been mobilised for some of these targets at the end of 2020

IDPs in camps

Due to premature camp closure initiated by the GoI during the past two year, the majority of IDP camps in Anbar, Baghdad, Diyala, Kirkuk and Ninewa have been closed or reclassified since mid-October 2020. Shelter Cluster partners will continue to provide shelter and NFI support to the remaining camps. Further camp closure since December 2020 throughout 2021 has led to further decrease in camp population and increased movements towards secondary displacement.

IDPs remain in precarious shelter conditions, strongly reliant on external support to maintain a minimum level of living standard. **On average one third of camp residents needs regular shelter and NFI support. As in previous years, in 2022 the in-camp response will continue to focus on providing minimum shelter standards for nearly 43,000 people, including regular replacement of damaged tents (29,000 individuals), and replenishment of missing or worn-out Non-Food Items (14,000 individuals).** Nonetheless, the standard of shelter quality in camps remains less than ideal. Humanitarian partners and Government Humanitarian Agencies remain on stand-by to provide support to address pending needs for shelter maintenance (including tent replacement) and infrastructure (roads, drainage channels, electricity networks, etc).

IDPs out of camps

The shelter needs of the most socio-economically vulnerable IDPs (50,463 ind.) in substandard living conditions will be covered in 14 prioritized districts (Annex I) through the **provision of Critical Shelter Upgrades (CSU) and Rental Support**. To complement, NFI support will be provided to 30,596 of the most vulnerable IDPs. Following the consolidation and closure of several camps, also expected to continue throughout 2022, people that have recently moved but not returned to their areas of origin will be prioritized due to their heightened needs to find a proper shelter. Challenges in responding in out-of-camp settings are several: tenure insecurity is often associated with people living in critical shelter, a factor that discourages investments to provide more durable solutions. Moreover, people may be on the move to find cheaper shelter options or to seek better job opportunities. Nonetheless, the target set by the Shelter Cluster is well-

calibrated to the capacity of partners to respond, consultation with SAG members and also based on 2021 achievements.

Returnees

The Shelter Cluster aims to support 277,458 socio-economically vulnerable returnees in 15 prioritized districts (Annex I). Of these, 145,520 individuals living in critical shelter will benefit from similar shelter activities implemented for the out-of-camp IDP caseload. During the previous years, humanitarian partners have targeted and supported over 87,000 war-damaged houses for returning families with most of those “repairable” houses now complete. In 2022 those returnees still living in substandard shelter are in need of more material and labour-intense assistance and better tailored support which is in the remit of humanitarian assistance – Critical Shelter Upgrades or Rental Support, to provide medium-term relief while development/stabilization actors move in more consistently and government schemes gain speed and coverage. To complement shelter interventions, NFI support will be also provided to 41,277 of the most vulnerable returnees.

Based on current realities, foreseen operational challenges are mainly related to the post-conflict scenario: areas with high access constraints due to a still volatile and insecure situation in specific areas, presence of Explosive Hazards (EH), as well as Housing Land and Property (HLP) issues related to secondary occupation, tribal issues and stigmatization. These factors may negatively impact all phases of the humanitarian programme cycle, such as assessment, implementation, and monitoring. The Shelter Cluster will continue to work closely with the Humanitarian Access Working Group, Mine Action and HLP Sub-clusters to help partners overcome these challenges and develop joint programmes to maximize the impact of everyone’s interventions.

5. VULNERABILITY CRITERIA OF THE SHELTER CLUSTER

For 2022, the Shelter Cluster still recommends the use of SEVAT to the extent possible. The Cash Working Group has upgraded their tool and now it is called the Integrated Socio-Economic Assessment (ISEA)². The previous targeting model (SEVAT) was developed in 2018 with data that informed the humanitarian situation at that time. The situation has been evolved since then and a new revision was done to be better aligned with the current context. Also, many partners noticed an increase of complaints and direct observation that the model was not always targeting the most vulnerable households. For this reason, a task force was created with the leadership of the CLCI and REACH to revise the model with the updated data from the last MCNA (2021).

The targeting model is based on a Proxy Means Test that uses variables to inform the consumption level per capita. This variable can differ depending on the situation. Therefore, for having an accurate model and mitigate any exclusion/inclusion errors it is important to revise the model and adjust it with the variables that inform the current situation.

Nonetheless, based on the “Do No Harm” principle related to the risk of further spreading COVID-19 and the need to practice social distancing, Shelter Cluster partners can prioritize beneficiaries based on the following criteria, coupled with the specific shelter and NFI needs (not in order of priority):

² All related documents can be found on [Humanitarian Response](#) website

Criteria
Families living in sub-standard shelters
Families in overcrowded settings
Large families
Female-headed households
Families with persons with disabilities
Families with persons at greater risk of COVID-19 (older persons, those with chronic, cardiovascular and lung diseases, cancer, etc.)
Vulnerable families who cannot return to their property due to secondary occupation
Families who cannot afford a rent
Families at risk of evictions
Marginalized groups ³

Table 5: Criteria to be considered during beneficiary prioritization

Highly vulnerable people who have prematurely and/or involuntarily left camps due to sudden closures and without a house to return to, will also be prioritized for shelter and NFI assistance at their arrival location. The needs of the host community shall also be taken into consideration, not to generate any tension by assisting only a certain group of beneficiaries. When families are in precarious hosting arrangements, in critical shelter and/or in need of NFI, assisting the hosting family is highly recommended to mitigate the risk of rejection. Full text of Shelter Cluster Vulnerability Criteria in COVID-19 Situations could be found Annex V.

6. GEOGRAPHICAL PRIORITIES

The Shelter Cluster has analysed MCNA IX data and prioritized the geographical areas with highest needs as well as taken into consideration population movements due to late 2020 throughout 2021 camp closure.

Indicators used in our analysis were:

- % HHs reporting at least 2 shelter improvements, and
- % Of people living in critical shelter

Based on the above, some specific priority districts have been identified and will therefore be the focus of HRP 2022. Please refer to Annex I for the detailed list.

Continuing population movement due to camp closure or simply families returning voluntarily for livelihoods reasons, are all trends that are likely increase the caseload in some districts. Also newly accessed areas added new caseloads in districts where not targeted before. Therefore, partners shall remain flexible in their geographical focus with agile programming fit to cover new locations, as the situation evolves.

Important note! Districts with large urban centres such as Mosul and Ramadi have high needs but have also been attracting a lot of actors with various funding sources, especially non-humanitarian ones (e.g. recovery/stabilization). Moreover, needs in these areas are far larger than the capacity and impact of our collective humanitarian response. As such, **HRP programmes should prioritise smaller, peri-urban or rural areas, where shelter and NFI interventions would**

³ Marginalized groups are those who cannot return to their area of origin and/or to their residential property due to tribal, ethnic, sectarian, political reasons and affiliations; LGBTI persons; victims of GBV: etc. To identify such groups, Shelter Cluster Partners will coordinate with protection, including GBV and HLP, actors in order to implement complementary approaches to identification and selection of beneficiaries.

trigger community mobilisation mechanisms, and the targeted approach in beneficiaries' selection would not exacerbate tensions among the population excluded from humanitarian assistance. Multi-sectoral projects addressing the needs of other clusters (such as WASH, Health, Education, Emergency Livelihood) are highly encouraged.

7. ACTIVITY-BASED COSTING (ABC)

The Shelter Cluster, following a review of its partners' HRP 2018-2019 submissions and IHF funding requests, has moved towards Activity-Based Costing methodology since HRP 2020. **The ABC model contains average unit costs for all prioritized HRP activities, including considerations of indirect and support costs.**

The Shelter Cluster costing accounts for partners responding in areas with different access constraints, as well as across modalities including both in-kind and Cash and Voucher Assistance (CVA). Primary cost drivers beyond the costs of the interventions themselves include the costs for skilled engineers, technical and vulnerability assessments, warehousing, transport, and transfer costs for cash-based programmes. For more details, please refer to Annex III.

No.	Activity	Targeted population	Min Unit Cost	Max Unit Cost	Most commonly found Unit Cost	Total Cost	Remarks
1	Non-Food Item (NFI) Kit Distribution	IDPs in Camps IDPs Out of Camps Returnees	\$42	\$86	\$52	\$67	The unit cost includes the cost of the NFI + winter kit + summer kit. The value of the NFI kit is 250 US\$ per family, the value of the winter kit ranges from 63 US\$ to 200 US\$ per family, plus children winter clothing at 67\$ per one child, summer kit cost included in the basic kit. The total cost includes the cost of the items as well for the staff required to assess needs and distribute the kits, plus the relevant support costs. This can include both in-kind and cash-based modalities.
3	Critical Shelter Upgrades	IDPs Out of Camps Returnees	\$83	\$250	\$167	\$217	This cost is variable, with a Cluster-set average of \$1,000 per family. However, the exact cost is dependent on the status of the structure to be upgraded/repaired, the size of the HH, proximity to specialized markets, availability of skilled labour and what is necessary to reach minimum standards. The total cost includes the staffing necessary to conduct detailed technical assessments and Bills of Quantity preparation, as well as the relevant support costs for the program.
4	Cash for Rent	IDPs Out of Camps Returnees	\$50	\$200	\$120	\$156	This cost is based on a Cluster-set average of \$120 per month for 6 months per family, also in line with the most recent assessment of the SMEB run by the Cash WG. Rental cost covers as well public utility costs (water, electricity). However, this should be understood to be an average, as exact prices will depend on the area, the HH size, the quality of the structure, and the length of the program. Total costs include the staff necessary to conduct detailed vulnerability assessments and provide support to HHs and landowners, as well as the necessary support costs.

5	In-camp Shelter Maintenance	IDPs in Camps	\$20	\$33	\$23	\$30	This cost is based on a Cluster-set guideline and the total cost includes the costs for transport, installation and necessary support costs. It does NOT include the cost of tent procurement (both for tent covers &/or metal frames) or slab replacement, which would require additional costs.
	Indirect and Support Cost		25%	35%	30%	30% included	To be added on top of the unit cost for each activity.

Table 6: Activity Based Costing of the Shelter Cluster

8. CRITERIA OF THE SHELTER CLUSTER TO PRIORITIZE PARTNERS AND THEIR PROGRAMS

1. Partners profile:

- Partner should be an active participant of the Shelter Cluster at the national, sub-national and/or governorate level.
- Partner should have proven record of consistent reporting in the dedicated platforms (ActivityInfo, the UN-OCHA Financial Tracking Service, and the Shelter Cluster and UN-HABITAT war-damaged shelter reporting tool).
- Access to the proposed geographical areas, or the possibility to expand presence with minimum investment, are a requirement.

2. Programmes' requirements: the feasibility of interventions will be assessed using a number of criteria including target, budget, time and resources required. Programmes should be within the capacity of the partner to implement during 2022.

- Have a clear approach and methodology used to select beneficiaries, including **the socio-economic vulnerability criteria (SEVAT) prepared by the Cash Working Group or Shelter Cluster Vulnerability Criteria for COVID-19 Situation**, geographical areas (in line with the list in Annex I), and activities (in line with the list in Annex II).
- Be in line with the recommendations set in the technical guidelines and policies developed by the global and national Shelter Cluster.
- Respect all measures included in the **Construction Site Safety Protocol (CSSP) for COVID 19 situation** developed by the Shelter Cluster⁴

3. Humanitarian scope of works: Partners appealing through HRP are reminded to keep their focus on strictly humanitarian interventions, supporting highly vulnerable people of the above-mentioned targeted population groups and locations.

4. Centrality of Protection: Protection-related topics including Gender-Based Violence, Communication with Communities and Accountability to Affected Populations, as well as cross-cutting themes, should be mainstreamed. Specific emphasis should be placed on House, Land and Property rights, and the needs of disadvantaged groups (such as women, children, elderly, persons with disabilities or life-threatening chronic conditions, and other vulnerable groups).

⁴ [Shelter Cluster COVID-19 Response Index](#) contains all related to COVID-19 situation documents

5. Synergy with other sectors and actors: In order to maximise the impact of shelter and NFI interventions, partners shall consider providing a package of services, thus looking into needs in other areas without which life is not feasible (e.g. WASH, CCCM, Livelihood, Protection, HLP, Health, etc.).

6. Use of cash-based programming: The use of cash-based programming for Shelter and NFI in areas where markets have been established is encouraged if such modality provides clear benefits to programming. Close coordination with the CWG is required.

7. Localisation efforts: Partnerships with local actors (NGOs, CSOs etc.) and authorities are encouraged, including closer modalities of collaboration and enhanced capacity building.

9. EXIT STRATEGY AND TRANSITIONING

International humanitarian actors have supported the Government of Iraq to assist and protect its citizens since the onset of the conflict in 2014 and continued to do so over the past 6 years. As the situation normalizes, the main responsibility to address the needs of vulnerable Iraqis should be gradually shifted back onto Government⁵. Thus, the following strategy was set for Cluster Transitioning:

PART 1: HUMANITARIAN NEEDS

Indicators and thresholds of humanitarian needs signalling possible cluster de-activation

- Closure of a number of IDPs Camps by the end of 2022
- Proposed self-constructed shelter (shelter upgrade in IDP camps - Dohuk) program materializes and extended to other governorates.
- Number of IDPs and Returnees living in emergency shelter and depending on humanitarian shelter/NFI support substantially decreased.
- Government increased capacity and willingness in delivering adequate support to various population groups in response to ending the displacement crisis, enhancing community integration, distribution of the returns grant and compensation scheme.

Actions required to meet above-set thresholds

The SNFI cluster will look into potential opportunities for decreasing displacement – addressing the barriers to return when those are linked to damaged housing, integration of camps into existing settlements and supporting IDPs in camp to find out-of-camp shelter solutions. Key actions will include:

- **Support efforts to decrease the number of camps and the overall scale of displacement by**
 - Where feasible, explore opportunities of upgrading IDP camps and substandard settlements to integrate them with urban/residential areas and transform them into town neighbourhoods.
 - Support stakeholders in proper decommissioning of existing camps.
 - Support in camp IDPs families and families returning to their AoO by providing shelter assistance to the most vulnerable - reserving their right to take out the shelter (tents and self-constructed shelter) and NFI materials in their possession prior to camp closure or upon their voluntary departure.
 - (Settlement Approach), taking into account community dynamics and acceptance.

⁵ "Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory", UN General Assembly resolution 46/182, 1991

- **Advocacy for the setup of self-constructed shelter upgrade** using the recommended material/building method (Technical Guidelines designed by SNFI and pilot project in Duhok to be explored).
- **Encourage and assist local authorities in coordination with UNSDCF** (Durable Solutions) to develop housing and reconstruction plans to enable returnees to go back to their Area of Origin.
- **Critical Shelter Upgrades responsibilities to be transitioned** from humanitarian to governmental actors and/or in coordination with development actors (Un Habitat, UNDP), as part of this process to include this support in durable solutions area-based planning.

PART 2: GOVERNMENT CAPACITY AND WILLINGNESS TO TAKE OVER

The SNFI cluster will look into engaging and establish **communication with key government entities** to understand which relevant functions can be gradually handed over; the scope is to understand the Government capacity in delivering adequate support to various population groups and (most important) their willingness to accept such commitment. We will advocate with the Government to establish (where lacking) and strengthen its role in leading a coordinated and inclusive response to address the housing/shelter needs of protracted displacement in Iraq with effective and inclusive approaches to provide adequate, safer, more sustainable and more dignified shelters.

Similarly, **with the main development actors and local NGOs**, the SNFI cluster already started discussion for possible solutions to diversified activities and cluster functions hand over and ensure continuity with SNFI transition strategy and the overall intersectoral roadmap.

ANNEX I - PRIORITY GEOGRAPHICAL AREAS

Governorate	District	People in Need (PIN)		Overall Target		Shelter Target		NFI Target	
Name	Name	IDPs OoC	Returnees	IDPs OoC	Returnees	IDPs OoC	Returnees	IDPs OoC	Returnees
Al-Anbar	Al-Falluja	10,986	92,261	7,597	22,077	5,283	13,582	2,315	8,496
Al-Anbar	Al-Kaim	49	9,577	-	5,472	-	3,387	-	2,085
Al-Anbar	Al-Ramadi	1,992	50,401	1,507	13,586	443	9,013	1,065	4,573
Al-Anbar	Al-Rutba	2,304	16,491	-	4,245	-	2,627	-	1,617
Al-Anbar	Heet	376	57,466	-	9,269	-	5,737	-	3,533
Al-Sulaymaniyah	Al-Sulaymaniyah	9,262	-	4,451	-	528	-	3,923	-
Baghdad	Al-Kadhmiyah	3,010	595	2,371	-	842	-	1,529	-
Baghdad	Al-Karkh	2,709	-	2,529	-	1,736	-	793	-
Duhok	Duhok	4,679	-	2,859	-	841	-	2,019	-
Duhok	Sumail	37,706	-	21,895	-	15,879	-	6,016	-
Duhok	Zakho	7,373	-	2,048	-	603	-	1,445	-
Diyala	Al-Khalis	289	48,901	-	12,373	-	12,373	-	-
Diyala	Al-Muqdadiya	-	13,039	-	7,451	-	4,612	-	2,839
Diyala	Khanaqin	916	1,143	-	-	-	-	-	-
Erbil	Erbil	3,708	-	-	-	-	-	-	-
Erbil	Makhmour	-	-	-	-	-	-	-	-
Kirkuk	Al-Hawiga	-	50,602	-	11,199	-	7,488	-	3,711
Ninewa	Aqra	416	-	-	-	-	-	-	-
Ninewa	Al-Baaj	3,981	32,559	2,567	17,691	2,567	13,118	-	4,573
Ninewa	Al-Hamdaniya	2,761	13,823	-	2,613	-	2,613	-	-
Ninewa	Al-Hatra	4,156	39,418	4,098	17,534	4,098	17,535	-	-
Ninewa	Al-Mosul	5,569	11,526	4,641	8,967	4,641	8,967	-	-
Ninewa	Al-Shikhan	4,729	153	3,242	-	954	-	2,289	-
Ninewa	Sinjar	26,564	68,957	10,625	21,964	6,116	21,965	4,510	-
Ninewa	Telafar	914	7,518	-	3,759	-	3,759	-	-
Ninewa	Tilkaef	920	2,667	-	2,667	-	2,667	-	-
Salah Al-Din	Beygee	-	32,690	-	5,685	-	3,518	-	2,166
Salah Al-Din	Balad	4,586	16,790	3,979	3,816	3,979	2,361	-	1,454
Salah Al-Din	Samarra	6,522	3,880	2,813	1,552	827	960	1,986	592
Salah Al-Din	Tikrit	3,801	26,316	-	5,263	-	3,258	-	2,006
Salah Al-Din	Tooz Khurmato	7,804	23,631	3,836	9,613	1,127	5,982	2,707	3,630

Table 7: IDPs out of camp and returnees target at district level

ANNEX II – STRATEGIC AND SPECIFIC OBJECTIVES OF HRP 2022

<u>STRATEGIC OBJECTIVE 1</u>	<u>STRATEGIC OBJECTIVE 2</u>	<u>STRATEGIC OBJECTIVE 3</u>
VULNERABLE IDPS IN CAMPS, ACUTELY VULNERABLE OUT-OF-CAMP IDPS AND RETURNEES ARE SUPPORTED TO LIVE IN SAFETY AND DIGNITY	VULNERABLE IDPS IN CAMPS, ACUTELY VULNERABLE OUT-OF-CAMP IDPS AND RETURNEES ARE SUPPORTED TO ACCESS ESSENTIAL SERVICES	VULNERABLE IDPS IN CAMPS, ACUTELY VULNERABLE OUT-OF-CAMP IDPS AND RETURNEES ARE ABLE TO MEET BASIC NEEDS
Support access to specialized protection services and maintenance of camp minimum standards for vulnerable IDPs in camps to ensure safe environments at both family and camp level	Provide essential primary health care, WASH and education services for vulnerable IDPs in camps meeting minimum humanitarian standards	Support access to food and livelihood sources for the most vulnerable IDPs in camps to meet their basic needs
Contributing Clusters: CCCM, Child Protection, Gender-based Violence, Shelter and NFI , General Protection	Contributing Clusters: WASH, Health, Education	Contributing Clusters: Food Security, Emergency Livelihood
Support access to specialized protection services and community-based interventions for acutely vulnerable out-of-camp IDPs to address risks to their safety and well-being	Support access to essential primary health care, WASH and education services for acutely vulnerable out-of-camp IDPs meeting minimum humanitarian standards	Support access to basic income and emergency livelihood sources for the most vulnerable out-ofcamp IDPs in acute need to meet their basic needs and minimize reliance on negative coping strategies
Contributing Clusters: General Protection, Gender-based Violence, Shelter and NFI , CCCM, Child Protection	Contributing Clusters: WASH, Health, Education	Contributing Cluster: MPCA, Food Security, Emergency Livelihood
Support access to specialized protection services as well as community-based interventions for acutely vulnerable returnees to address risks to their safety and well-being, while the durability of these services and interventions is supported through partnerships with relevant local actors and authorities	Support access to essential primary health care, WASH and education services for acutely vulnerable returnees in areas with limited public services, while the durability of the services is supported through partnerships with relevant local actors and authorities	Support access to basic income and livelihood sources for acutely vulnerable returnees to meet basic needs and minimize reliance on negative coping strategies, while the durability of the interventions is supported through partnerships with relevant local actors and authorities
Contributing Clusters: General Protection, Shelter and NFI , Gender-based Violence, Child Protection	Contributing Clusters: WASH, Health, Education	Contributing Clusters: Food Security, MPCA, Emergency Livelihood

Table 8: HRP 2021 inter-cluster strategic and specific objectives

PROCESS*Short overview of the consultation process leading to the establishment of the unit costs*

Since the adoption of the Activity Based Costing (ABC) methodology at the end of 2019, the Shelter Cluster has developed, together with operational partners and the Cluster Strategic Advisory Group (SAG), clear unit costs for each activity. Ahead of the HRP 2022 preparation, but also based on very constructive feedback and suggestions from a range of operational partners, the Shelter Cluster has engaged with its SAG members and partners, to review the existing ABC document and determine most appropriate evidenced-based average unit costs for main shelter and NFI activities to be considered in the 2022 HRP.

DESCRIPTION OF COST DRIVERS*List of cost drivers (i.e. factors that contribute to the overall unit cost: salaries, procurement, transportation, warehousing, etc.) and how they impact the overall cost.*

Due to the crucial drop in humanitarian funding in Iraq, partners are budgeting administration and operation cost into every single project. As such, their cost effectiveness depends on their limited capacity to co-fund that project.

Thus, the primary cost drivers beyond the costs of the interventions themselves include the costs for technical and vulnerability assessments, skilled staff/engineers, warehousing, transport and delivery costs, transfer costs for cash-based programs, monitoring & evaluation, and percentages (minor or average) of admin /office cost (equipment and communication).

The activity cost variations compared to last year are due to the recent developments in Iraq and across the world. First, due to the current pandemic, assistance modalities must take into consideration health and safety measures. Large gatherings must be avoided as much as possible, while use of Personal Protective Equipment (PPE), respect of physical distancing, hand and respiratory hygiene **must be strictly respected at all times** by everyone. Related movement restrictions also limit the capacity of partners to frequently and rapidly access areas and beneficiaries, reducing the time spent in the field for in-depth assessment (of beneficiaries, shelter conditions and markets), monitoring, and Communication with Communities (CwC). The current pandemic has also deepened socio-economic vulnerabilities, as reported by various independent assessments. Secondly, the current accelerated camp closure process is pushing people leaving camps into sub-standard shelter, if they cannot afford rent or return to their areas of origin.

ESTABLISHMENT OF COST RANGES AND AVERAGE UNIT COST*Description of which factors have determined the cost ranges (e.g. population group, geographic location, type of implementing partner, modality, timing of the response) and how these have played into the calculation of the average cost*

The costs presented are an indicative average, while each household's needs shall be assessed, and the relevant level of assistance provided. The Shelter Cluster HRP funding ask accounts for partners responding in areas with different access constraints, as well as across modalities including both in-kind and Cash and Voucher Assistance (CVA).

For shelter-related assistance, exact costs are dependent on the status of the structure to be upgraded/repaired, the size of the household (hence the minimum living space that they are in need of),

proximity to specialized markets, availability of skilled labour and what is necessary to attain minimum standards for adequate shelter⁶.

Similarly, for NFI-related assistance, exact costs are dependent on the size of the household, including the presence of persons with specific needs⁷, proximity to markets and availability of good quality items.

Indirect and support costs have been taken into consideration as well and fixed at an average of **30%** of the unit cost of each activity. Nonetheless, the Shelter Cluster acknowledges the need to adjust such value (+/-5%) to take into consideration access challenges, safety precautions, specific market and beneficiaries' situations/locations, complexity of shelter repairs (e.g. use of heavy machineries for rubble removal, specialised structural and/or topographic surveys), etc.

Previously all activities and related unit costs are meant to cover one family with an average of 6 persons. Hence, the cost per person was calculated by dividing the unit cost by 6. **This year the cost is presented by person.**

MONITORING AND ADAPTATION

Description of the cost elements and developments that the Shelter Cluster will regularly monitor to ensure cost estimates remain relevant and are based on the latest available evidence (e.g. prices, access, availability of goods on local market, currency fluctuations).

Following in-depth consultations with SAG members and partners, revision of IHF programmes and monitoring of SNFI programs throughout 2021 in a transparent manner, the Shelter Cluster has decided to review the following activities:

- 1) **NON-FOOD ITEM (NFI) KITS:** until 2020, the recommended content of an NFI kit was based on 7 essential items⁸. Kerosene for cooking and heating is also an essential item, and in Iraq the humanitarian community has always been relying on Government' distribution to cover fuel needs. Winter items had been distributed in large number for the past years, ahead of the winter season. In light of the continuous need for winter items detected by MCNA VIII (September 2020) and considering cost-inefficiencies if beneficiaries have to be reached multiple times during the year, and the same for 2021, the Shelter Cluster **still** recommends **including winter items as part of an extended NFI kit**⁹. This change in the NFI kit content explains the increase of the average value from 250 US\$ used till 2020, to **310 US\$ per family of 6 members** that was using in 2021 and shall be considered for 2022.
- 2) **CRITICAL SHELTER UPGRADES¹⁰ (CSU) - FOR NON-HOUSE OWNERS:** until 2021, the recommended shelter intervention for non-house owners were either CSU or Sealing Off Kit (SOK). With the limitation of SOK and the need for more buildings' repairs, the Shelter and NFI Cluster in consultation with the SAG members decided to merge both CSU and SOK into the upgraded CSU to better support those in need of critical repair, the ones more compromised/damaged, with higher costs for bringing them to a minimum living standard. Furthermore, in light of the current pandemic, the creation of safe spaces within an accommodation¹¹ and enhanced ventilation are crucial to reduce the risks of

⁶ For more details refer to our [Guidance Note: Defining Adequacy of Shelter](#)

⁷ Such as elderly, children, female-headed households, persons with disabilities, individuals at greater COVID19 risks due to health conditions

⁸ For NFI items up to 2020: [NFI Technical Guidance v 13 2018](#)

⁹ For more details refer to our NON-FOOD ITEMS (NFI) TECHNICAL GUIDANCE v15

¹⁰ Many buildings used by IDPs and returnees as temporary accommodation will require longer implementation period and higher costs by partners to bring them up to minimum standard. The scope of works for Critical Shelter Upgrade may be very similar to those for War-Damaged Shelter Cat 1 to 2, but the difference is the tenure security & ownership. Critical Shelter Upgrade is for non-house owners, while War-Damaged Shelter Cat 1 to 4 is meant for house owners.

¹¹ For instance, to allow a family member to self-quarantine/isolate in full safety while the rest of the family shares the same accommodation

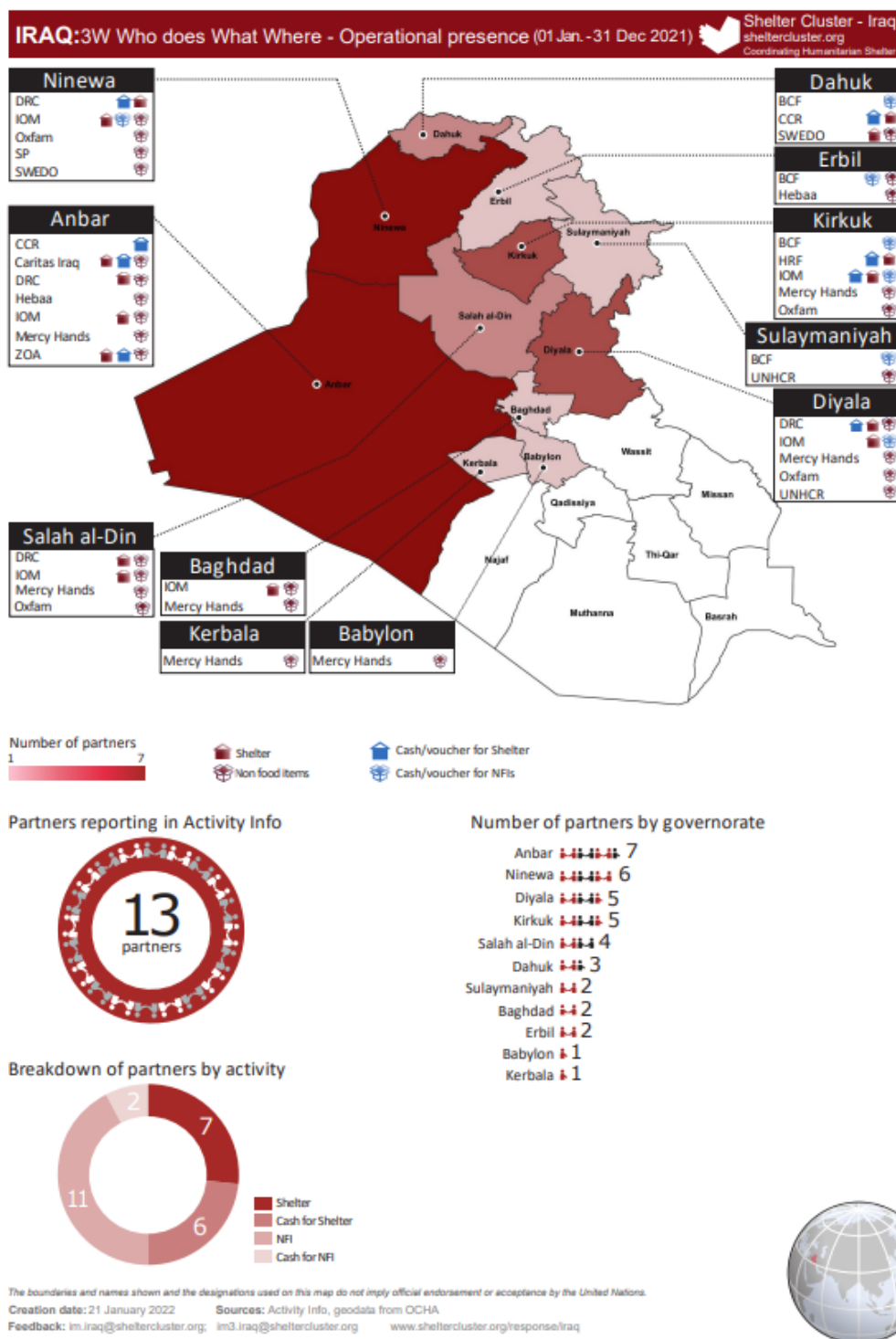
transmitting respiratory diseases and especially COVID19 among family members. While the international standard for minimum living space has not changed¹², it is strongly recommended to provide more partitions within the same shelter to allow more physical distancing and especially for the ones at greater risk¹³. It is also strongly recommended to include more accessories that could improve air circulation, especially during summer season. Hence, items such as ceiling fans and/or air-water coolers shall also be considered. The revised average unit cost for the upgraded CSU for 2022 stands at **1,000 US\$ per family of 6 members**.

- 3) **CASH FOR RENT**: This cost is based on a Cluster-set average of **120 US\$ per month for 6 months for a family of 6 members** following partners feedback during 2021, also in line with the most recent assessment of the SMEB run by the Cash WG. Rental cost covers as well utility costs (water, electricity). However, this should be understood to be an upper value and likely to cost less per month especially in non-urban areas. For a rapid response, shorter rental periods can also be considered (e.g. 2 to 3 months).

¹² Sphere standards have not been revised, hence the minimum recommended stands at 3.5 sqm/person

¹³ Older persons, those with chronic, cardiovascular and lung diseases, cancer, etc.

ANNEX IV – PARTNERS PRESENCE JANUARY – DECEMBER 2021



Source: Activity Info, based on partners reporting HRP and non-HRP activities

ANNEX V – VULNERABILITY CRITERIA FOR SHELTER CLUSTER 2022

Since 2018, the Shelter Cluster in Iraq has adopted the Socio-Economic Vulnerability Assessment Tool (SEVAT) as the main assessment tool for shelter and NFI interventions for IDPs out of camp and returnees, while it also captures vulnerable host community households.

This assessment and scoring tool were developed by the Cash Working Group (CWG). It is a consumption-based survey which takes into consideration families' behaviours and characteristics, allows for vulnerability classification of the family unit according to the distance from the poverty marker and is aligned with the model used by the Government of Iraq and the World Bank to assess households for MoLSA's cash transfers. In effect, it aims to target interventions at the most vulnerable, using per capita consumption – as a proxy for vulnerability - as an indicator. Using consumption as a proxy also allows us to introduce an identified poverty marker as a cut-off for interventions eligibility (110,000 IQD per person per month¹⁴).

SHELTER/NFI COMPONENT

There are a number of questions in the questionnaire that ask about the shelter type of the family, occupancy/ownership type and basic NFI needs. Combined with the overall vulnerability score of the family, this data can point Shelter Cluster partners to look into additional areas of intervention or just support more accurate targeting of out of camp populations and facilitate more in-depth technical assessment. The Shelter Cluster encourages its partners to use it in their initial assessment of areas of operation. Partners can customize and expand technical assessments, also in the form of Bill of Quantities¹⁵ in order to determine in detail the needs for critical shelter upgrades and their scope.

ISEA/SEVAT DURING COVID-19

Due to the COVID-19 pandemic and related safety measures to curb the spread of the disease, close social interactions shall be kept to minimum. That means, time spent on assessments shall also be weighed against the risk of causing harm to people that are interviewed and the enumerators. For this reason, for instance, the Multi Cluster Needs Assessment usually run-in person has been performed mainly through remote modalities (e.g. phone interviews).

Considering that ISEA/SEVAT is a household-level face-to-face assessment, in light of the risk of spreading COVID-19, sudden camp closures and the increased movement of people in need, CWG recommends that partners have in-built flexibility:

- Assessment can happen, as much as possible, remotely, via phone. Don't risk exposing staff members with direct contacts especially considering that conducting an assessment takes up to 30 minutes.
- Such modality will increase inclusion and exclusion error. That's understandable. In order to mitigate, enhance segregation of duties in your organization between assessment staff, Monitoring & Evaluation and data management.
- The CWG Standard Operating Procedures recommend executing a verification questionnaire (done as per normal CWG SOPs via phone) to the 20% of the caseload assessed. Considering increasing such percentage.
- Consider executing home visits verification (the verification questionnaire takes 10 minutes) on a sample in order to refine the inclusion and exclusion rate forecast.

¹⁴ The vulnerability threshold of the CWG has been increased from 92,000 IQD to 110,000 IQD per capita/per month, due to COVID-19-related increase in vulnerabilities (May 2020)

¹⁵ A [standardized BoQ for shelter interventions](#) has been developed by the Shelter Cluster.

Referral of cases from CWG partners is still very welcome, since beneficiaries would have been already assessed through SEVAT. Synergies in this sense are highly encouraged at area/location level.

CAPACITY BUILDING

As in previous years, the Shelter Cluster with the support of the CWG can provide further guidance to all partners interested in using ISEA, either through bilateral trainings or Training of Trainers (ToTs).

ANNEX VI – CLUSTER TEAM

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Please do not hesitate to contact the Shelter Cluster Team would you require any clarification.