

United Nations Development Program Funding Facility for Stabilization

Japan Emergency Grant -Final Report

(Period: August – December 2016)

Window 2: Livelihoods

Location of Projects: Fallujah



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Resilient nations.*

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Executive Summary

The provision of livelihood opportunities and cash grants to those facing immediate financial hardship has been recognized as an intrinsic component of enabling the return of populations following displacement from conflict. For many returnees, opportunities of legitimate employment provide essential liquidity to undertake repairs to homes and begin to rebuild lives. For women headed households, cash grants protect families from destitution and allow for women to meet their most basic household needs and provide for their dependents.

The Funding Facility for Stabilization's 'Window 2' aims to provide immediate livelihood opportunities for the most vulnerable groups in areas liberated from ISIL. The Cash-for-Work (CfW) and cash grants for women headed household interventions are designed to reach those facing acute financial difficulties in the aftermath of the conflict. In addition to meeting financial needs, the incentives help to jump start the local economy and engage communities in meaningful work to improve the city environs. The citizens at large also benefit from the clearing of rubble and improvements to public spaces and neighborhoods.

Key highlights and results of Japan supported livelihood activities in Fallujah include:

- The engagement of 926 individuals in CfW initiatives resulting in immediate income for direct beneficiaries and a significant boost to the local economy.
- The disbursement of 980 grants to women who have been widowed, abandoned or whose husbands may have fled the conflict and not yet returned - bringing vital financial security to women who are facing extreme vulnerability in the immediate term. Inclusive of family dependents, the beneficiaries of this this initiative are believed to be in the region of 3,980.
- The clearing of main streets and corridors of the city of rubble and debris. Restoration of public spaces including parks facilitate local businesses to prosper and generate positive public perception towards local government.



1. Photo gallery of Japan-supported projects

1.1 Cash-for-Work Beneficiaries



Workers engaged with clean-up operations in Northern Fallujah. Clean-up operations have been an effective way to create improvements for the city, given the extensive damage caused by the conflict in Fallujah.



Heavy equipment is often part of clean-up operations. Informal dump sites used for disposal of debris on public lands have been cleared restoring public spaces.



Cash for Work (CfW) beneficiaries are largely young men, who have been identified as vulnerable to extremist group ideology in contexts where income generation and livelihood opportunities are lacking.

1.2 Planting and painting – public space restoration



The planting of greenery along the main streets and thoroughways of the city is a highly visible message of improvement, enhancing legitimacy for the local government and creating hope for local populations.

1.3 Cash Grants for Women Headed Households



Women who have been widowed, abandoned or whose husbands have fled the conflict and not yet returned are one of the most vulnerable groups. In these photos, assessments are being undertaken by FFS field teams to identify the most urgent of cases for cash grant assistance.



The cash grants provided for women headed households indirectly benefit the families and other dependents of the targeted women.

2. Introduction

Iraq continues to struggle with political, economic, and social turmoil exacerbated by ongoing conflict with the Islamic State of Iraq and Levant (ISIL). The havoc and destruction caused by ISIL has led to the displacement of approximately 3.3 million Iraqis since the beginning of 2014. Having occupied approximately one-third of Iraq's territory at the peak of their power, significant progress has since been made by the Iraqi Security Forces (ISF), Peshmerga (Kurdish) and the Popular Mobilization Forces (PMF) in retaking control of territories from the group. While the struggle to liberate key towns and settlements in Iraq's north and western territories continues, adjoining efforts to effectively facilitate national reconciliation and cohesion have acted to promote inclusion for marginalized communities, and strengthen governorates to administer and provide services to their territories.

It has been recognized by both national and international actors that defeating ISIL will not be enough on its own to address the sentiments of disenchantment and marginalization felt by many Iraqi communities which can easily be exploited by groups like ISIL for territorial and political gain. Timely and effective efforts by the Government of Iraq (GoI) with support from the international community to restore essential services and livelihoods are critical to meeting the needs of returning populations and restoring trust between the Government and the Iraqi people. The speed and scale with which the restoration of services and livelihoods can be delivered, supports a fertile ground for broader reconciliation and national dialogue led by GoI following the liberation of towns and cities.

2.1 Funding Facility for Stabilization (FFS)

At the request of the GoI, in April 2015 UNDP developed the programme document to create the UNDP Funding Facility for Immediate Stabilization (FFIS), which was formally established on 11 June 2015. The objective of FFIS is to support the GoI in responding to the immediate stabilization needs of liberated areas. The project outputs include (1) rapid stabilization and recovery assessments carried out with local authorities, UN agencies, funds and programmes, and civil society actors; and (2) support the Government of Iraq to address the most immediate stabilization needs.

In April 2016, the programme expanded to include medium-term projects through an 'Expanded Stabilization' channel (FFES) to accommodate larger rehabilitation projects. Jointly, both projects are known as the Funding Facility for Stabilization



(FFS). FFS is designed to address four windows of engagement: light infrastructure rehabilitation; livelihoods support; capacity building; and community reconciliation.

To date FFS has directly benefitted hundreds of thousands of Iraqis through the provision of fundamental infrastructure to meet the needs of existing populations and of those who are returning to their homes having fled the conflict. Since the project inception UNDP has ensured the rehabilitation of critical infrastructure in liberated towns and cities, provided livelihood opportunities for tens of thousands of individuals and supported an enabling environment for enhanced government legitimacy through capacity support for core government functions at the local level and supporting the conditions for community reconciliation. The stabilization support provided by UNDP to the GoI has proven to be a crucial factor in facilitating those displaced by the conflict to return and begin to rebuild their lives.

3. Japan Emergency Fund Contribution

Following the generous support of the Japanese government through its Emergency Relief Fund in contributing USD 1 million in Emergency Grant Aid to support the livelihood activities of Window 2 in September 2015, the Japanese Government contributed an additional USD 2 million to support livelihood projects for the period of August to December 2016.

The city of Fallujah was liberated in June 2016 and presented critical needs for livelihood and income earning opportunities to encourage a return of displaced individuals and protect against further deterioration of living conditions for the city's most vulnerable groups. The large number of unemployed youth returning to the city together with the timely support of Japan's Emergency Grant Aid enabled UNDP to successfully implement vital livelihood focused activities for the population. The overall objective of livelihood projects in Fallujah were aimed at restoring the economic self-reliance of returnees and other vulnerable groups through creating immediate income-earning opportunities.

The proposed activities included:

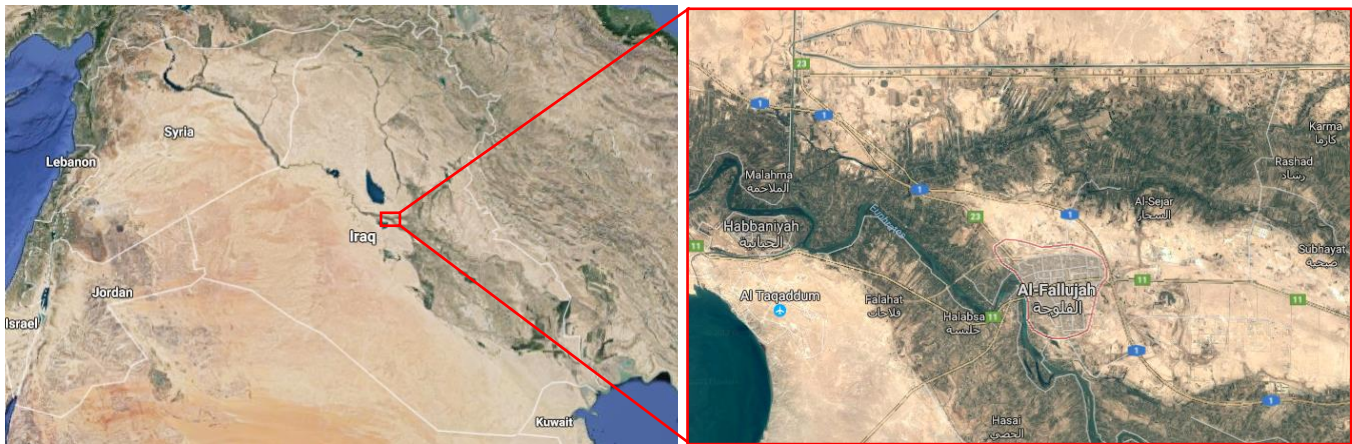
- Select target beneficiary groups, and local partners for CfW activities in Fallujah.
- Identify CfW activities that are most conducive to supporting the community's socio-economic needs - determined through participatory consultations with a wide variety of governmental and civil society organizations, in addition to determining wage levels, payment mechanisms and an overall implementation mechanism for the project.

- Undertake CfW activities for engagement with approximately 900 people, giving particular attention to the involvement of women and the most vulnerable groups in the city.
- Provide support for the development/rehabilitation of small businesses.

4. Fallujah – Context and Background

Fallujah, with an estimated population of around 300,000 prior to the conflict, was liberated from ISIL control in June 2016 following two and a half years of occupation. By mid-2016 an estimated 80,000 people remained trapped in the city. Many of the displaced fled to camps elsewhere in Anbar. Fallujah was both one of the first cities to fall under ISIL control and the largest ISIL controlled city close to capital. The stability of Fallujah is considered to be of particular strategic importance given its close proximity to Baghdad. The extensive damage caused to Fallujah during the conflict required a significant labor intensive effort to clear the city of rubble and debris.

Figure 1: Fallujah Location



5. Achieved Outputs

Based on extensive needs assessments and prioritization of projects undertaken together with local municipal partners, UNDP initiated several Window 2 livelihood projects in Fallujah with the objective of providing immediate cash resources to the most vulnerable in the city including returnees and women headed households. The livelihood projects undertaken include (i) CfW projects to undertake clean-up operations within neighborhoods, restore public areas and clear corridors in both the north and south of the city, and (ii) provide cash grants for female headed households.

Four Fallujah based CfW projects were undertaken using the Japanese Emergency Grant. These projects targeted neighborhoods within the south and north of Fallujah including Saqawiya. The initial target to provide work opportunities for 900 was surpassed with a total of 926 participants engaged. In addition, an initiative to disburse cash grants for women-headed households delivered financial aid to 980 households, benefitting approximately 3,980 people.



The following projects were completed:

Table 1: Overview of Window 2 Livelihood Activities in Fallujah

Activity	Direct Beneficiaries	Results and Impact
Northern Fallujah and Saqlawiya Clean-up project	458	The CfW initiatives undertaken in Northern Fallujah implemented clean-up operations in a total of 17 neighborhoods, including the large neighborhood of Saqlawiya to the north-west of the city. Direct recipients of livelihood opportunities totaled 458, 146 of which undertook clean-up operations in Saqlawiya over 53 days and 312 were contracted in Northern Fallujah over 67 days. The principle streets and sidewalks of targeted neighborhoods were cleared of rubble and debris.
Southern Fallujah Clean-up project	312	The CfW initiatives of Southern Falluja cleared streets of rubble and debris in four targeted neighborhoods, allowing for greater accessibility and ease of movement within these areas. A total of 312 beneficiaries were employed for a duration of 31 days.
Restoration of public spaces and parks	156	In addition to providing immediate livelihood opportunities for 156 beneficiaries over 45 days, the restoration of public spaces boosts confidence in local government and serves as a highly visible demonstration of government commitment to improving conditions for citizens. The planting of seedlings along main city corridors and the painting of curbs and sidewalk borders contributes to building a sense of pride of place - important for community morale and a powerful symbol of improvement to the urban realm.
Cash grants for Women-Headed Households	980 households	The provision of cash grants to 980 women who are heading households in Fallujah, has provided critical immediate finance to the most vulnerable women, protecting them from destitution while also supporting their families and dependents. The broader beneficiaries of this this initiative inclusive of dependents are believed to be in the region of 3,980.

Table 2: List of neighborhoods targeted for CfW clean-up and restoration in Fallujah

Northern Fallujah clean-up	
Al Saqlawya	Al Muhandseen
Al Sharika	Al Wahda
Al Askeri	Al Nissan
Al Shurta	Al Muatasim
Al Dhubat 1	Al Jolan
Al Dhubat 2	Al Andalus
Al fananeen	Al Jamhoria 1
Al Moalimeen 1	Al Jamhoria 2
Al Moalimeen 2	
Southern Falluja clean-up	
Nazzal	Al Ta'meem
Al Rissala	Jubail
Fallujah main streets and throughways	
Planting of seedlings along Fallujah main road central median	Painting of sidewalk borders/curb stones adjacent to the main roads within the city environs

5.1 Cash for Work Projects

Cash-for-Work initiatives provide vital immediate livelihood opportunities for returnees. In Fallujah, 500 palm trees were allocated for rehabilitation of the main streets and throughways of the city.



While the targeted groups who engage with the CfW projects are considered direct beneficiaries, the entire population within the catchment areas of work undertaken benefit from improvements to their neighborhoods and the resulting enhanced accessibility for populations to reach rehabilitated services. The families and dependents of those engaged in CfW also benefit indirectly. The targeted groups for CfW initiatives are typically young males who are traditionally the most vulnerable to coercion into criminal or ISIL activities where other opportunities for livelihood are lacking. The impact of CfW initiatives has a powerful consequence for this cohort, creating opportunity for essential and immediate livelihood stability and an incentive for those displaced to return to Fallujah with their dependents.



Hakki Ismail Attieh is a beneficiary of the FFS CfW project to restore public spaces and parks. Hakki was displaced from Fallujah by the conflict. Leaving his family at a camp for IDPs at Al-Amiriyat, he returned to Fallujah in 2016 to find his home had been damaged and there were no work opportunities. The initiation of FFS CfW projects allowed Hakki to access an immediate source of income and undertake basic repairs to his home. Hakki has since been able to bring his wife and three children back to their home in Fallujah.

5.2 Cash grants for Women-Headed Households

Surveys conducted by IOM indicate that women are by far the most vulnerable category of returnees, while anecdotal evidence suggests that the number of women-headed households has increased since 2014.



Women, who are heading households in Fallujah in many cases have been widowed as a result of the conflict, or their husbands may have been left incapacitated by the fighting or have fled the conflict and not yet returned. Women in these situations suffer disproportionately from the toll of armed violence. The additional pressure of providing for family in a context where it is difficult for women to secure an income due to cultural factors and a need to take care of young children, can place women and their dependents in a position of extreme vulnerability. Surveys of thousands of returnees conducted by IOM indicate that women are by far the most vulnerable category of returnees.

The cash grants provided for women-headed households in Fallujah has been instrumental in ensuring the immediate needs of women were met in terms of rehabilitating their homes, feeding their families and financing other critical expenditures. An in-depth assessment was undertaken with local authority partners to prioritize the most vulnerable women-headed households to whom a one-time cash grants of 500 US dollars was provided. As households typically include between 1-5 children, the number of individuals who are direct beneficiaries can be considered to be in the region of 3,980 for this project.

6. Lessons Learned and Recommendations

Lessons learned include:

- The experience in Fallujah demonstrated the challenge of ensuring participation of women in CfW schemes. While it was anticipated that due to the cultural norms and values which exist across the Anbar governorate the inclusion of women in labor orientated work may not always be possible, CfW initiatives were designed to encourage participation of women in supportive roles of monitoring and planning. However, the experience has shown this issue to require more attention as women were not successfully reached as direct beneficiaries of CfW initiatives.
- The scale and degree of destruction in Fallujah is a challenge. While the identified goals specific to the CfW projects have been met, the current state of devastation in the city requires further work to clear remaining rubble and debris.
- The experience of implementing CfW to clear rubble and debris in Fallujah's streets and public places has highlighted the need to provide similar support for the rehabilitation of private homes.
- An important lesson from the CfW experience in Fallajah was to acknowledge the value of clean-up and public space restoration work as a highly visible and tangible statement to citizens that the GoI is active in improving the conditions for local populations. This has had a very positive impact on local perceptions towards government.

Recommendations for future programming include:

- A scaling up of the cash grants for women headed households as an effective means of getting financial resources directly to the hands of the most vulnerable women. The success of work already undertaken in this area speaks to the power of this initiative in protecting targeted women from destitution. Challenges of ensuring participation of women in CfW incentives can potentially be mitigated by a scaling up of FFS work in the provision of cash grants. The approach used in Fallujah to distribute targeted cash grants also presents a model for replication in other Iraqi cities such as Mosul.
- Continued support to expanding and upscaling CfW activities as a means to tackling the remaining rubble and debris which clutters parts of the city.
- Continue to position local authorities in the capacity of project lead during project planning and implementation. The importance of government legitimacy is aided by efforts to show GoI in a leading capacity for the delivery of projects on the ground. In addition, this ensures alignment of activities with the municipality's responsibilities and core functions.

Annex I. Financial Report

FFS Window 2: Livelihoods		
FFS ProDoc Output: Jumpstarting of the local economy and income generation through cash for work and micro grants		
Activity	Activity description	USD
Cash for Work activities	Emergency livelihood activities including street cleaning, tree planting and public space improvements using cash for work modality	1,321,155
Grants to female-headed households	Disbursement of grants to the most vulnerable female-headed households	495,880
Sub-Total		1,817,035
Project Management	Monitoring, security, communications, miscellaneous	34,817
Sub- Total		1,851,852
GMS 8%		148,148
Total		2,000,000

Note: The final financial report will be released upon final reconciliation of annual accounts as per UNDP procedures.



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