COVID-19: Emergency Livelihoods Cluster Response
Technical Guidance, Key Messages, Tools & Resources
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Section 1: Introduction

Iraq officially entered a dotted lockdown from the 27th February, first in Najaf, after a case of COVID-19\(^1\) was reported on 24th February, followed suit by other governorates. Curfews put in place in the Kurdistan Region of Iraq (KRI) began on 14th March, and similarly in Federal Iraq by 17th March, and the country has remained in lockdown since. There are now over 2,013 cases and 112 deaths in Iraq.\(^2\) Since 11th May, the Kurdistan Regional Government (KRG) eased parts of the coronavirus-related lockdown to allow most businesses to reopen and removing the ban on traffic within provinces. The easing of lockdown measures comes as the KRI has seen no new cases of the virus since 6th May.

A recent aggregation of livelihoods activities by Emergency Livelihoods Cluster (ELC) members demonstrated that 29 percent of activities were reported as stopped/inactive,\(^3\) whilst in a similar survey conducted at the start of April, this was 65 percent. This is largely attributable to easing of lockdown restrictions in KRI, however, it is worth noting that 56 percent of beneficiary targets for both HRP and non-HRP activities still remain unmet. Of the HRP activities, 62 percent of beneficiary targets remain unmet, representing an estimated figure of 3,202 beneficiaries who were not reached in April.

This is leading to delays in beneficiaries accessing livelihoods. Similarly, anecdotal evidence points to the fact that many individuals in the private and public sector will either have experienced job losses, or delays in access to their salaries. Many will not have access to paid reductions for cuts in time at work or unemployment benefits and retention schemes. Equally social assistance benefits will be affected where movement is restricted.

From the 55 HRP and non-HRP activities\(^4\) reported by ELC partners, the majority (45 percent) are now ongoing, with 25 percent of these reported activities designated as planned. The new CfW activity\(^5\) made up the majority of ongoing activities, with activities focused on supporting the COVID-19 response. Adapting strategies included using remote coordination and training, provision of PPE and safe practices.

Humanitarian actors focusing on emergency and sustainable livelihoods alike will, therefore, be looking to understand the best practices, exemplar adaptations, risks and challenges brought to the forefront during the COVID-19 outbreak. Within the context of the COVID-19 outbreak this guidance document introduces new activities to the ELC HRP, including the revisions to the existing HRP activities and those non-HRP livelihood activities.

The purpose of the document is to advise on:

1. How to adapt livelihoods activities by each modality
2. Who to continue to coordinate with during the lockdown
3. Guide cluster members to useful resources

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\(^{1}\) WHO (February 11, 2020), Coronavirus disease (COVID-19) is an infectious disease caused by a new virus, severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2).

\(^{2}\) Naming the coronavirus disease (COVID-19) and the virus that causes it

\(^{3}\) JHU CSSE COVID-19 Dashboard (May 13, 2020)

\(^{4}\) Emergency Livelihoods Cluster member responses to COVID-19, 10th May 2020

\(^{5}\) Asset Replacement, Business Grants, CfW, Job Placement, Vocational Training and Market Assessments

\(^{5}\) CfW for light repair rehabilitation of key public service infrastructure, disinfection and cleaning of public buildings (schools, government spaces, health facilities).
Coordination

Coordination of activities will be key to the response ensuring that there is greater predictability, accountability and partnerships formed to meet the needs. Avoiding duplication of activities will be critical whilst partners are telecommunicating and unable to hold face-to-face meetings.

Coordination should continue to occur:

- Between livelihoods actors (NGOs, UN agencies) who are cluster members utilising existing online channels, reporting and lines of communication (email, telephone etc) and SOP working group leads.
- Between humanitarian and development livelihood actors, to address immediate and long term needs in a harmonised approach.
- Key government stakeholders (MoLSA, DoA, MoH and MoP).
- Coordination entities (NCCI, UNOCHA, Coordination and Common Services cluster)
- Other key clusters, in particular Health, WASH, Food, Protection (Child Protection, SGBV) and others including the Cash Working Group (on Cash and voucher Assistance [CVA]).
- For assessments being conducted on socio-economic impacts due to COVID-19, market assessments etc.
- Donors for adaptations in existing activities or new activities, and for advocacy in strengthening key messages.

Section 2: Implementation

Project Adaptations and Best Practices: By Livelihood Modality

Due to COVID-19 partners who are implementing both HRP and non-HRP activities will face delays and project stoppages. ELC members will be planning new activities and will require guidance on the approaches that are being adopted by other cluster members including adaptations in the current context.

1. Cash for Work (New HRP activity):

Cash for Work (CfW) has long been considered as an important component for provision of emergency livelihood services to the community post disaster and emergencies. It is to be noted that there exists a SOP Guidance note on the same for the Emergency Livelihood Cluster for general reference.

Beyond the ongoing HRP activities, that focus on asset replacement, light repair and rehabilitation of key infrastructure including sanitation of public areas, disinfection and cleaning of public buildings through CfW, will provide, in the short term, immediate temporary employment to protect the most vulnerable households from a loss of income/livelihood. The activity is now included as a new activity in the revised ELC list of HRP activities to respond directly to tackling COVID-19. Importantly, such activities will strengthen already weakened public services and infrastructure, such as health facilities, WASH, and school sanitation areas, reinforcing the efforts to address COVID-19 infections, now and in the future.
Asset replacement, with an emphasis on in-kind rather than cash, will continue to be integral to lessening the impact from the medium to long-term effects from COVID-19 on the private sector, although it will not be an activity directly responding to the COVID-19 response in the HRP, it constitutes one of the priority ongoing activities under the HRP.

Contingency Planning for CfW Activity Continuation:

COVID-19 not only caused a health emergency but the lockdown has resulted in the severe loss of jobs, for manual workers, daily wage earners and many in the service industries where the stoppage of business and trade affected payment and clearing of dues. Furthermore, resumption of business activities will be slow, meaning a slowed cash flow in the market. There is a high requirement for the provision of dignified work and cash injection for immediate consumption support and in reducing the negative coping strategies. Cash for work aims to support immediate income generation for the most vulnerable section of the community and families that have lost jobs or have no steady source of income. Looking at the complication caused due to COVID-19 on regular project modalities the Emergency Livelihood Cluster would like to propose certain guidance and parameters to consider going ahead in implementation of the activities.

CfW activities (in revised HRP):

CfW activities to directly generate income for vulnerable households through light repair and rehabilitation of key public infrastructure, such as health facilities, WASH, and school sanitation areas, disinfecting and cleaning of these environments.

Key Risk Factors:

- Volatile market functionality due to absence of cash in the market.
- Poor quality/limited quantity of financial service providers.
- General operational issues, e.g. technology, security and access.
- Gatherings of workers performing group activities conducive to spread of the virus.
- CfW competing with local labour and disruption to seasonal activities.
- Use of cash based transfers increasing risk of COVID-19 spread.

Mitigation measures:

- Prior to implementation of CfW programme clearance should be received from the Health Ministry, Governorate office on the type of activities being permitted.
- Provision of induction/operational health and safety (OHS) training (including COVID-19 measures) in case of specialized activities being performed, including health, security and hygiene precautions to be maintained.
- Correct PPE being provided to all CfW staff, assessing hazard and risk levels of the work to be conducted.
- Using service providers enabling the transference/sharing of information risks related to financial transactions, security and monitoring and the practice of safe distribution cycles.
- Design activities and implementation rules in a way that enable to mitigate risks of COVID-19 spread to the workers and to the community.
- Varying strategies on managing the risk of financial service failure and liquidity, such as making smaller and more frequent transfers to banks (and collectively negotiating exchange rates).
- Conducting programme monitoring, particularly post-distribution monitoring, and using third-party monitoring and follow-up.
• Working with the Cash Working Group (CWG) on issues such as a common minimum expenditure basket, exchange rates and targeting criteria
• Provision of part time CfW activities, for a few hours or half day so that other season activities can be undertaken for the rest of the day.
• Choose activities that are labour intensive and are non-skilled with minimum use of tools to shift focus to unprotected workers (casual, self-employed, gig and un-skilled daily workers), youth, women and higher age bracket workers.

2. Vocational Training (Non-HRP activity)

Vocational Training has long been considered as an important component for the provision of skills training with or without the financial support to equip the community post disaster and emergencies into various trades or in agriculture. It is to be noted that there exists a SOP Guidance note on this modality for the Emergency Livelihood Cluster for general reference, and members may reach out to the cluster for access.

Contingency Planning for Activity Continuation

Key Risk Factors:

• Challenges in procurement of qualified trainers on new emerging skills that market would be in demand post COVID-19.
• Restrictions in gathering in large numbers for trainings.
• Restrictions in movement, unavailability of public transport to reach training venues.
• Poor quality/limited quantity of vocational training service providers.

Mitigation measures:

• Vocational training to be kept on hold till restrictions are in place as it does not fall under the list of priority activities that are cleared by the government to undertake.
• Vocational training implementation of small batch sizes (less than 10 members) assembled in bigger spaces to maintain 2m social distancing practice, using PPE guidelines, clearance from Health Ministry, Governorate office on the type of activities being permitted.
• Provision of vocational training after the normalization of activities on skills that are new in demand due to the effects and changes as a result of COVID-19.
• Provision of vocational training for fewer hours or half day so that other season activities can be undertaken for the rest of the day.
• Limiting the distance between targeted communities and training venues.

Other Considerations:

Using technology to provide the training - trainings can be provided through mobile phone applications like Zoom, Microsoft Teams, Skype, web-meetings, and webinars etc. through video conferencing. Considering that the trainee has access to a smart-phone, NGOs can provide them with the credit balance for internet connectivity and the application installation support and login for the training. The training can be held without any physical interaction during the time of the delivery of lessons, yet it can be interactive and participatory. Certain practical trainings might not be provided hands-on to the participants, but they can be demonstrated well and in innovative way during the video trainings. Flexible timings to watch the training can also be made available and a facility to ask questions and clarifications can be extended beyond training hours.
3. Business Grants (Non-HRP activity)

COVID-19 not only caused a health emergency, but the lockdown has resulted in delays in implementation of current business restoration livelihoods projects. The market's functionality is affected. The projects implementation and distribution of the business grants for restoration of the targeted vulnerable members is slow. Looking at the complication caused by COVID-19 on regular project modalities the Emergency Livelihood would like to propose certain guidelines and parameters to consider going ahead in implementation of the activities. Partners implementing business grant projects are encouraged to target businesses that closely support the COVID-19 response.

Business Grants are an important component to support the restoration of businesses after the crisis as part of the livelihood support to the community post disaster and during a recovery phase. It is to be noted that there exists a SOP Guidance note on the same for the Emergency Livelihood Cluster for general reference, available upon request. Based on the changing context some questions we might ask here are:

1. What are the effects and implications to the implementation of current business grants livelihoods projects within COVID-19?

2. What are good practices and operational recommendations to enable current business grants programming? (assessments, monitoring and grants distributions/payments modalities for grants by partners to beneficiaries).

Contingency planning for activity continuation

Key Risk Factors:

- Poor monitoring of livelihoods business projects - PDM.
- Risks of poor technical support and quality of business training service providers.
- Reduced coaching, mentoring capacities due to access constraints of relevant personnel.
- Sale of business assets and improper use of grants disbursements.

Mitigation measures:

- Establishment of mentoring and coaching of other local business owners through digital means.
- To continue with business grants distributions, NGOs (and their FSPs) should seek clearance from relevant line ministries (Health Ministry, Governorate office) with support from OCHA where necessary (see Access Section 5.)
- Conducting programme monitoring, particularly post-distribution monitoring, and using third-party monitoring and follow-up (where necessary to use possible practical ways namely use of telephonic communication and for data collection see Conducting Assessments.)
4. Asset replacement (HRP activity)

Asset replacement or asset recovery is one of the key programmes livelihoods partners are implementing, it is helping conflict-affected people in Iraq, either IDPs, host community, returnees, or non-displaced, who lost their livelihoods productive assets due to the conflict, to replace their lost assets, or recover them partially, as a boost to restart their economic/livelihoods implementation. COVID-19 will have an impact on community assets some communities will sell their productive assets to cover basic needs as they are limited or no local employment.

The Assets Replacement intervention is an essential emergency livelihoods intervention that the Emergency Livelihoods Cluster (ELC) in Iraq has developed and advised on as an adaptation of livelihoods interventions to the emergency situation in Iraq.

Livelihoods-related assets replacement initiatives are significant as a part of livelihoods related interventions as they empower individuals and communities to recover from humanitarian crises and prepare them to resist and overcome shocks by their own means, increasing their resilience. Livelihoods support through grants or in-kind support, proved to be important to conflict-affected people in Iraq as they recover and rehabilitate their means of livelihood following displacement or return. By meeting immediate needs and reducing suffering, asset replacement grants can also protect household’s non-livelihood assets from being sold to meet basic needs, preventing further damage to the household livelihood security and supporting the recovery of the people involved.

Partners implementing asset replacement should target businesses that closely support the COVID-19 response. In line with the ELC HRP, referrals and coordination with MPCA actors is recommended to ensure assets are not put at risk due to a need by households to meet their basic needs.

Contingency planning for activity continuation

Key Risk Factors:

- Grants not used for asset replacement and cash based grants risk being sold off for basic needs – during heightened dependency on cash.
- Storage of in-kind assets that were unused – insurance and proper storage to avoid depreciation of values.

Mitigation strategies:

- Reduce cash based asset replacement and focus on in-kind to manage.
- Ensure receipting and agreements with suppliers on procurement, asset management etc.
- Identify means for repairing of existing assets where assets are unable to be procured.
- Identify means for storage where risks associated with delays in disbursements of assets may arise, including valuation of held assets.
- Introduce individual asset replacement disbursements rather than group disbursements (modification of transfer procedures of assets)

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6 Use of the word recovery is commonly used, but may be interpreted as a recovery of an asset associated with criminal activity or indebtedness, and hence the preferred use of the term asset replacement.
5. **Other Activities:**

a. **Conducting assessments:**

Adoption of remote data collection is advisable to ELC members and livelihood actors alike. Some best practices can be found [here](#). Remote data collection methods can adopt key informant, household and individual interviews. You may adopt different modalities in the current context including modern media tools for interviews such as Skype or Whatsapp, (see Case Study). Limit paper form submissions where possible (to avoid cross contamination).

**Other considerations:**

- There are limitations in remote data collection, including low reliability, and verification of data/validity, meaning your data is more often indicative, there is also potential for duplication (particularly for beneficiary lists).

- Considerations should be taken to avoid participant fatigue when conducting remote data collection, limiting interviews to 15-20 minutes.

- Conducting assessments should remain gender sensitive and avoid risks associated with use of remote data collection—refer to [this link](#) for more information.

All planned assessments, including those focused on socio-economic vulnerability and COVID-19 should be shared with the Emergency Livelihoods Cluster Assessments Working Group Focal Point at elc.imo@undp.org and in keeping with the [Iraq Humanitarian Needs Assessment Strategy](#).

ILO are planning rapid assessments on the impact of COVID-19 on the labour markets in Iraq. In Iraq, the surveys are being jointly organised with UNDP and five other international agencies including IRC, DRC, Mercy CORPS, Save the Children, and Oxfam. The survey will take place in early May, expected to be finalised by end-May, 2020.

b. **Business skills training, mentoring and coaching:**

Businesses are hard-hit by the present COVID-19 outbreak and related the economic downturn. In response to the crisis, partners can start alternative activities to minimize the negative impacts by supporting business operations during and after the crisis, heading towards resilience. By offering training, mentoring and coaching, partners can provide entrepreneurs with basic management and business skills, so they can face the challenges and needs in regard to the COVID-19 crisis. Business skills training allows beneficiaries to acquire knowledge in business management, while a coach gives the opportunity to discuss certain topics tailored to beneficiaries’ needs. A mentor can personally assist beneficiaries throughout their activity, like pivoting the business operations.

Despite the restrictions on public gatherings, partners can still reach out to beneficiaries by the use of technology and innovative delivery channels, such as online devices. In this way, training can be replaced for e-learning using real life case studies, and mentoring and coaching services can be made available online via video-conference tools. Calls can be established to establish a beneficiary’s situation to be able to correctly address the needs in regard to the COVID-19 crisis. Furthermore, a

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7 Take a human-rights-based, participatory approach, seek-consent, anonymization/pseudonymization of personal data.
helpdesk can be set up to offer effective business continuity strategy advice through the mentioned online services. Finally, a set of business development tools can be provided to use in the coaching and training sessions.

Remote training, mentoring and coaching is an efficient option partners can try with their current small business programs. First of all, it’s not a "one-size-fits-all" intervention. Ongoing support is tailored, flexible and can be provided in an agreed-upon timeframe. Entrepreneurs can fit the training or coaching into their schedule and participate from wherever they are. It’s also cost-effective. There are no travel expenses or per diems, for anyone involved. In short, technology makes distance training, mentoring and coaching feasible, simple and affordable.

However, partners should carefully select the right entrepreneurs for this kind of program as not everyone is open for this intensive and collaborative approach. In terms of outcomes, success will only be realized with entrepreneurs who are motivated, dedicated and diligent. Moreover, there are some technical challenges. A reliable internet connection is essential, as are good computer speakers and microphones. It is important to keep these challenges in mind, however, they're not difficult to resolve.

Case studies

Many partners are carrying out HRP activities, in particular asset replacement, and across the project cycle, they require close interaction and communication with beneficiaries of the livelihoods support. COVID-19 measures have impeded progress, however, partners have adopted innovative solutions to cope, particularly, for conducting rapid market assessments, beneficiary selection and verification, and business training and coaching. The ELC shares one example from the Emergency Livelihoods Cluster IHDF partner POINT (with LNGO – Al-Ghad Organization) and Oxfam (with LNGO - REACH Organization). For the full case study follow this link.

Risks and Challenges

COVID-19 measures adopted by the Government of Iraq and the Kurdistan Regional Government are a shock to the economy and are negatively affecting the access to employment and livelihood opportunities. The main challenge to date is the halt of rehabilitation, deliveries and collective activities due to movement restriction, market and bank closure, and social distancing. For these reasons, over fifty percent of cluster member’s livelihoods activities have stopped or are inactive, including the suspension of vocational training, delays in asset replacements and grant disbursements, stoppages of work placements and at the very first month - cash for work labour, and closure of business set-ups. Although additional means are made available for activities that can be implemented in the current environment, such as mobile money transfers and online training, still vulnerable communities can’t be reached due to the lack of (high speed) internet connection.

The COVID-19 measures have created wide-spread unemployment, loss or reduction of subsistence activities income, rising prices (market disruption), and primary production reduction due to limited access to essential inputs (seeds, fodder, vaccines, etc.). As a result, particularly the most vulnerable households are unable to satisfy daily needs, such as clean water, food and medical support. This leads to negative coping strategies, in particular the use of savings and the increase of debt, which undermines households by reducing their resilience and increasing their vulnerability. Furthermore,
confinement and a lack of economic resources exacerbate tensions in households and leads to increased gender-based violence.

**General risks and Challenges:**

- Targeting and selection of the most needy - reduced quality of beneficiary selection assessments due to use of remote data collection.
- Challenges in procurement of tools, equipment acquiring and training of beneficiaries
- Weaknesses or failures in the national banking system
- Restrictions in movement, unavailability of public transport
- Volatile market functionality due to absence/reduction of cash in the market
- Security issues related to the ongoing volatility of conflict operational issues, e.g. technology, security and access
- Targeting and selection of the most vulnerable, difficulties arise using remote targeting/data collection.

**General mitigation measures:**

- Using community structures for targeting, validation mobilisation and conflict resolution, reducing COVID-19 related stigma for beneficiaries of livelihoods support.
- Development and distribute key messages in local languages on awareness of COVID-19
- Continued monitoring through remote means, to encourage evidence based record keeping of the projects activities (using photos/videos).
- Trainings, briefings and orientations conducted remotely through use of videos
- Provision of induction training in case of specialized activities being performed, including health, security and hygiene precautions to be maintained.
- Correct PPE being provided assessing the hazard and risk level for distribution (incl. SIM cards, Hawala etc.) Use of gloves, sanitisation, hand washing, social distance practices and discouraging gatherings that are unnecessary, and isolation as recommended if people travel or are showing symptoms.
- Carrying out a careful assessment of banks; sharing whitelists and blacklists of banks and financial service providers

**Section 3: Advocacy and Communication**

**Key Messages**

- Advocate to key stakeholders for ensuring delivery of social protection schemes such as the PDS and other social assistance.
- Digitalisation of activities, use of mobile money transfer agents, reduced number of cash based transfer tranches to lessen cross-contamination.
- Advocate to key stakeholders for access to farmers to avoid loss of key livelihood assets.
- Adoption of CfW as a means of access to an immediate income, whilst responding directly to COVID-19.
Q&A

Q1. What social protection measures have Iraq put in place in response to COVID-19?
   • The Iraqi ministry of labour and social affairs launched on April 7, 2020 a program named 1,000,000 Food Basket For Poor to alleviate the effect of Covid-19 crises. The aid is targeting poor households registered in the main Cash Transfers Program database. The estimated cost of each basket is about 15$. 

Q2. Who can I contact for support for access to areas where our activities are ongoing?
   • See Access Section 5.

Q3. How do I safely manage data during COVID-19?
   • Many organisations should have data management policies in place, however, they may not cover data responsibility during public health crises. Furthermore, there are international instruments covering privacy\(^8\). Please also see, Data Responsibility in the COVID-19 Response.

Section 4: Resources and Tools

Guidance notes

• UNDP, Syria, Practical guidance note – Inclusion of persons with disabilities in livelihood activities during the COVID-19 response
• CWG, Iraq (March 30, 2020), Guidance Note Cash Responses COVID-19 Context: Recommendations, guidance, risk mitigation measures for cash response
• ALNAP (March 21, 2020), Tipsheet: cash and voucher assistance and COVID-19
• CARE (April, 2020) Tip Sheet: Cash and Voucher Assistance During COVID-19

Other useful resources

• UNDP (April 15, 2020), COVID-19 UNDP’s Integrated Response
• Social Protection and Jobs Responses to COVID-19: A Real-Time Review of Country Measures
• SEEP (2020), Saving Groups and COVID-19
• Livelihoods Centre (2020), COVID-19 and Livelihoods Resources
• DRC (April 9, 2020), Post COVID-19 Basic Needs Assessment
• Iraq AAP/CwC WG page
• WASH Cluster COVID-19 Guidance
• Center for Global Development (April 16, 2020), Online Event: Cash Transfers for COVID-19 in Low- and Middle-Income Countries
• World Bank Group (May 4, 2020), Iraq Economic Monitor: Navigating the Perfect Storm

\(^8\) The International Covenant on Civil and Political Rights states “no one shall be subjected to arbitrary or unlawful interference with his or her privacy” and that “everyone has the right to the protection of the law against such interference or attacks.” (Article 17.1. 4 Article 17.2., respectively).
Section 5: Access

For further details on access see the latest update (May 04th, 2020)
Iraq: Humanitarian Access Update May 2020

UNOCHA focal points

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- IOM DTM (April, 2020), COVID-19 impact survey: main findings