



COUNTRY PROGRAMME ACTION PLAN

2011 - 2014

Summary

*Between the GOVERNMENT OF IRAQ and the
UNITED NATIONS DEVELOPMENT PROGRAMME*



العراق

IRAQ



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Foreword

In accordance with the simplified and harmonized programming guidelines adopted by the United Nations (UN) and the Government of the Iraq (GoI), the Country Programme Action Plan (CPAP) for the period 2011 to 2014 was developed by UNDP and serves as a legal agreement between the two parties.

The CPAP embodies UNDP's contribution to the development priorities of the GoI in the National Development Plan for the years 2010-2014 (NDP) and the United Nations Development Assistance Framework 2011-2014 UNDAF). It is based on the Millennium Development Goals (MDGs) and supports the broad human development principles, including the empowerment of the poorest and most vulnerable in Iraq by promoting and protecting their rights and creating an enabling environment for them to realize full participation.

As a detailed operational plan, the CPAP for Iraq is considered the last key element of a single programming continuum at the country level that started with the Common Country Assessment in 2009 and the formulation of the UNDAF and NDP in 2010.

National ownership lies at the heart of the CPAP, where each project is strategically linked to a programme based entirely on national priorities. It provides the necessary direction and guidance to manage the country programme as a whole, with particular focus on higher level development results, and is intended to increase programme coherence and results orientation. Through the Annual Work Plan the CPAP aims to encourage simplification at the intervention level, using common operating arrangements laid out in a single document, thereby avoiding any repetition.

It also aims to promote harmonization among UN agencies in their interactions with national partners.



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Situation Analysis

Iraq has witnessed wide-spread violence and political instability at national and sub-national levels in recent years and remains susceptible to further insecurity until the fundamental causes of vulnerability to conflict are holistically addressed.

Although Iraq is blessed with significant natural resources, it however faces a number of challenges:

- Ensuring the provision of quality basic services including education, health, water and sanitation and electricity.
- Inadequate security continues to leave an impact especially on the most vulnerable groups: women, children and persons with disabilities.
- Iraq ranks low in human development indicators. There is high poverty rates (23% of Iraqi families live below the national poverty line of 2US\$/day), growing illiteracy (for women in particular), and high unemployment (over 18%) especially among women and youth. Gender based violence is emerging as an issue of concern.
- Enhancing the role of all stakeholders, including women, in the democratic process and in building a solid social contract.
- Reforming the public sector and addressing corruption, including more inclusive institution-building and modernization of the state at the national and sub-national levels.
- Economic reforms significantly impact the country's efforts to diversify the economy and promote private sector investment. Issues impeding the private sector appear to be the absence of the financial and non-financial support services and legal frameworks.
- Iraq's limited capacity to react to climate change, trans-boundary water issues and environmental degradation needs to be systematically addressed. Issues of concern include water scarcity, quality and inadequate sanitation infrastructure, the impact on the marshlands and the shrinking of agricultural areas due to worsening soil quality, as well as the increased severity of dust storms and poor urban air quality.
- Approximately 1,730 square kilometres of land is contaminated with landmines and explosive remnants of war, blocking access to agricultural areas, slowing recovery efforts and constraining the development of new oil and gas fields.



Past Cooperation and Lessons Learned

Since 1976, UNDP has supported the Government of Iraq and civil society in the implementation of a variety of projects.

From 2004-2007 cooperation with the Government and the civil society included:

- Support to the formulation of the Constitution with provisions for respect for human rights, gender equity and freedom of expression.
- Promotion of a national dialogue for reconciliation that contributed to democratic elections.
- Development of key public institutions and civil society organizations
- Financing the first reconstruction and short-term employment programme which created five million jobs nationwide.
- Restoration of multiple power generation plants and the development of software systems and capacity to monitor the national electricity grid.
- Dredging of Umm Qasr Port, central to the improvement of the national transportation system.
- 15 district plans in five governorates.
- Leadership and participation in ten joint programmes, including two large multi-sectoral initiatives on private sector empowerment and public sector reform and modernisation.



Key lessons learned from the cooperation

- Development in circumstances of crisis is integral. It should utilise synergies among institutions and developmental actors more effectively.
- There is a need to expand government cost-sharing initiatives.
- Joint programmes take a long time to mobilize, preparatory projects can be employed to accelerate inception. Timelines should always be realistic.
- Gender analysis has to be integrated into all projects.
- Improved risk management and methods of reporting are required.
- Policy work should be coupled with bottom-up pilot initiatives and linked to the work of other agencies.
- Monitoring and evaluation work through remote management requires competencies and reliance on specific institutions within the country.



Country Programme Overview

The UNDP Iraq CPAP for 2011-2014 is based on a set of priorities and strategies agreed by the UN and the GoI. Interventions are designed to support the transition towards national reconciliation, peace and stability. This is intended to be seen as a partnership, with some components based on fostering participation and ownership by members of Iraqi society.

In an effort to address the unique challenges and development opportunities in Iraq, UNDP has refocused its strategy towards upstream capacity development and technical assistance programmes and initiatives that promote and consolidate Democratic Governance, improve pro-poor growth, reduce human poverty and support conflict prevention, resolution and recovery.

UNDP Iraq has therefore designed the CPAP to ensure that it fully reflects this shift in programming.

The three core programme areas for Iraq are:

- 1. Democratic Governance;**
- 2. Poverty Reduction and the Achievement of the Millennium Development Goals;**
- 3. Crisis Prevention and Recovery, including Economic Recovery and Environment.**



Programme Components

1. DEMOCRATIC GOVERNANCE PROGRAMME PRIORITIES

a. Fostering Inclusive Participation and Reconciliation

- UNDP will continue to assist the GoI and civil society to ensure strengthened participatory mechanisms are in place for long term electoral processes, national dialogue and reconciliation. The outcome and related outputs are designed to support the efforts of the Government to enhance the participation of all citizens in policy dialogues and legislative decision-making processes which take into account national and sub-national diversity.
- UNDP will support the GoI to develop the capacity of the Independent High Electoral Commission. The continued conduct of fair and transparent elections will form one of the flagship activities in pursuit of this outcome. National public awareness campaigns explaining the electoral process, support for the promotion of an independent media and the empowering of civil society organizations to participate in the democratic process form a key component of the CPAP.
- The Council of Representatives (CoR) will continue to receive support from UNDP to strengthen its oversight, administrative and research capabilities. This is intended to improve its representation and law-making skills and its role in national dialogue and reconciliation efforts. Special efforts will also be made to empower the voice of women parliamentarians.
- Initiatives aimed at strengthening mechanisms to support inter-governmental dialogue on planning and financing at the national and sub-national levels will be undertaken so that local councils and governors' offices can more effectively respond to local needs and in particular, the most vulnerable groups.



b. Strengthening Accountable and Responsive Governing Institutions

- UNDP will provide capacity development support across the Rule of Law sector to enhance the legal and operational Rule of Law framework for administration and access to justice, utilising a human-rights based approach emphasising the responsibilities of duty bearers and rights holders and covering both victims and offenders. UNDP will continue to work with Government counterparts to develop a holistic approach that supports the legislative and social commitment to combat violence against women and children in Iraq.
- Efforts will continue to promote an increasingly effective, efficient and affordable security sector, UNDP will provide technical assistance for a national security sector review.
- UNDP will undertake focused initiatives on supporting women, youth, persons with disabilities, internally displaced persons and other vulnerable groups to work towards their inclusion and meaningful participation in the Iraqi society.



c. Grounding Democratic Governance in International Principles

- The proposed outcome in this area is strengthened regulatory frameworks, institutions and processes in place for accountable, transparent and participatory governance at the national and local levels. This aims to enhance the accountability and response of public sector institutions, which is a critical element to bolster democratic governance.
- UNDP's efforts will continue to focus on strengthening local governance capacities to ensure the delivery of high quality basic services, while at the same time enhancing institutional capabilities for a more efficient, responsive, transparent and accountable public administration at the national and sub-national levels.
- UNDP will continue to support the implementation of Iraq's National Anti-Corruption Strategy. In line with the Government's National Development Plan and the 2005 Paris Declaration on Aid Effectiveness, UNDP will support the Government to plan, coordinate and monitor the outcomes of international aid and domestic investments.
- UNDP and WHO are key partners with the Global Fund to fight Aids, Tuberculosis and Malaria . During the CPAP period, UNDP will help support the Government's efforts to address tuberculosis through improved financial accountability, timely procurement of medical and other supplies and efficient monitoring and oversight of grants.



2 & 3. POVERTY REDUCTION, MDGS ACHIEVEMENT AND CRISIS PREVENTION AND RECOVERY PROGRAMME PRIORITIES

a. Promoting Inclusive Growth, Recovery and Achieving the MDGs

- The proposed outcome in this area is to ensure the GoI has the necessary institutional framework to achieve the Millennium Development Goals (MDGs) in line with pro-poor, equitable and inclusive socio-economic and environmental policies and strategies. UNDP will support Iraq in accelerating inclusive growth to ensure equitable, broad-based human development is attained by all citizens in Iraq. The CPAP is designed to strengthen national structures and processes to systematically track and review progress towards the MDGs by collecting and analysing data disaggregated by gender, age and location.
- UNDP will expand its capacity development support to local area-based development to enhance local participation, accountability and transparency in adapting planning and delivery of services that better reflect the needs of Iraqi people on the ground.
- Iraq's natural environment is under serious threat that will lead to an irreversible process of degradation if development efforts continue without environmental and social consideration. Iraq therefore, needs to significantly strengthen its institutional response to environmental issues and climate change through improved policy and legislation, investment in the environment sector and monitoring and enforcement systems.



b. Restoring the Foundations for Development

- The intended outcome in this area is to enable policy and frameworks for a rapid economic recovery, inclusive and diversified growth and private sector development. This provides the conditions in which livelihoods can be rebuilt and the social fabric repaired. Increased oil production is one part of this equation and will help on the income side, but it will do little for creating jobs and reducing unemployment in Iraq. The growing private sector that requires creating the necessary institutional foundations to facilitate and promote investment and markets, provide pressure points for reform and facilitate the development of key building blocks of the financial sector.
- The CPAP will explore the links between private sector development, local economic growth and decentralized planning and implementation processes. At the macro level the support will focus primarily on legislative revisions, state-owned enterprise restructuring, small and medium enterprise development, investment and tax policies and land reform. At the downstream level, micro-credit lending plans will be developed to help stimulate markets and provide credit to local businesses.



Partnerships

- Building national capacities remains the cornerstone of UNDP's planning and direct implementation of the programme. UNDP will be ultimately responsible for the achievement of specific results while the Government of Iraq, by signing the CPAP with UNDP, has ownership over the programme. Considerable efforts have already been made to increase national ownership and management of programmes whereby many national institutions are taking implementation responsibilities for the programmes. UNDP will identify a responsible party to carry out activities within a specific and direct implementation modality, tied to an Annual Work Plan. This party may be the Government, an NGO or a sister agency from the UN Country Team.
- During the CPAP period UNDP will remain flexible and identify capacity needs for new programming areas like Environmental Governance, Reconciliation, Human Rights, Security Sector Reform, vulnerable populations and Corporate Social Responsibility – among others.
- UNDP will eventually assume additional areas of responsibility within its global mandate and provide leadership for the UN Country Team in peace-building and reconciliation efforts.
- UNDP continues to build and expand its partnerships with the Government of Iraq, the Council of Representatives, civil society, media, academia, the private sector, religious and community organisations, UN agencies and international development partners



Monitoring and Evaluation

- Monitoring and evaluation of the CPAP will be undertaken in line with the plan in the United Nations Development Assistance Framework. The Government and UNDP will be responsible for setting up the necessary mechanisms and tools to conduct reviews and ensure continuous monitoring and evaluation of the CPAP, with the view to ensuring efficient utilisation of programme resources and accountability, transparency and integrity.
- The implementing partners will provide periodic reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation and resource mobilisation.
- Results-based management will be strengthened through planning, budgeting and monitoring and evaluation.
- The project results hierarchy and accountability for performance will inform monitoring and evaluation. Project budgets will include adequate provisions to cover the costs of monitoring and evaluation activities.

Credits and Captions

Situation Analysis - Improving electricity supply through the Local Area Development Programme, Northern Iraq, 2009. Photo by: UNDP Iraq/Spacetoons

Past Cooperation and Lessons Learned - A beneficiary of the Local Area Development Programme who opened a workshop, Northern Iraq, 2010. Photo by: UNDP Iraq/Spacetoons

Key lessons learned from the cooperation - Bahdaj Abdul, who lost his right hand in a mine explosion now studying Economics at Basra University, Southern Iraq, 2011. Photo by: UNDP Iraq

Country Programme Overview - A beneficiary of a UNDP Iraq Micro Finance initiative in Sulimaniyah, Northern Iraq, 2008. Photo by: UNDP Iraq/Spacetoons

Programme Components - A landscape shot in Said Sadiq, Northern Iraq, 2010. Photo by: UNDP Iraq/Spacetoons

Strengthening Accountable and Responsive Governing Institutions - A man casts his vote in the Governorate Elections of 2009, Fallujah, 2009. Photo by: UNDP Iraq

Grounding Democratic Governance in International Principles - Police learn about “Tracing Violence against Women” through the Rule of Law project, Northern Iraq, 2011. Photo by: UNDP Iraq

Poverty Reduction, MDGs Achievement and Crisis Prevention and Recovery programme priorities - Increasing access to justice for vulnerable Iraqis through the Rule of Law project, Northern Iraq, 2011. Photo by: UNDP Iraq

Restoring the Foundations for Development - A beneficiary of the Local Area Development Programme next to his stall, Northern Iraq, 2010. Photo by: UNDP Iraq/Spacetoons

Partnerships - Construction of the Sheikhan park in Said Sadiq by the Local Area Development Programme, Northern Iraq, 2009. Photo by: UNDP Iraq/Spacetoons

Monitoring and Evaluation - A university student uses the internet at the American University in Sulimaniyah, Northern Iraq, 2008. Photo by: UNDP Iraq

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