

United Nations Development Programme (UNDP) - Iraq

Peace and stabilisation engagement document

(Annex 1 to cost-sharing agreement between The Danish Ministry of Defence (MoD) Danish Ministry of Foreign Affairs (MFA) and UNDP Iraq for the project Support to Security Sector Reform (Phase III)¹).

Introduction

The present peace and stabilisation engagement document provides the objectives and management arrangements for the peace and stabilisation cooperation concerning the projects *Support to Security Sector Reform (Phase III) in Iraq* from 1 January to 31 December 2018 as agreed between the parties specified below. The peace and stabilisation engagement document is annexed to the Bilateral Agreement with UNDP - Iraq and constitutes an integrated part hereof together with the documentation specified below. The Danish support is part of the support provided through the Peace and Stabilisation Fund as part of the Syria – Iraq Regional Stabilisation Programme (2016-2018) under its thematic priority Community Security and Governance.

Parties

Danish Ministry of Defence (MoD), Danish Ministry of Foreign Affairs (MFA) and United Nations Development Programme (UNDP) Iraq.

Documentation

"The Documentation" refers to the partner documentation for the supported intervention, which is *Support to Security Sector Reform (Phase III)*

Background

Three years after ISIL captured the the city of Mosul, on 31 August 2017, the Government of Iraq (GoI) announced regaining control of Tal Afar, the last town under ISIL control in the strategically important Ninewa Province. This was followed by Iraqi forces regaining control of the town of Hawija, in southwestern Kirkuk Province as well as al-Qaim and Rawa in Western Anbar.

While the decline of ISIL in Iraq is a cause for celebration, it should be noted that stability in post-ISIL Iraq would remain elusive in the months and years ahead as the country will deal with a multitude of challenges in the political; security and justice; stabilization, recovery and reconstruction; and development spheres. In outline, the majority of Iraqi populations are subject to daily insecurity and destruction to life and property, seriously impeding their ability to live a decent life. The roots of insecurity are many, but in each case there can usually be seen a collapse in the relationship between the citizenry and service providers who are often not trusted and remain perceived as partial. Often this is compounded by lack of capacity and resources to provide effective, accountable and responsive service provision to the populations. (i.e. security and justice).

¹ This reference is made herein to specifically distinguish the transition of Support to Security Sector Reform Programme of work from its Security Sector Reform elaboration phase during 2015 to 2017 (Phase III), to the implementation phase of the GoI endorsed Security Sector Reform Programme (SSRP) during 2018 (Phase III).

While the successful liberation of the majority of ISIL controlled territory attest to the increased confidence and capability of the Iraqi Security Forces (ISF), it also demonstrates the need for continued international assistance to develop the Iraqi security and justice sectors in the form of policy and planning, training, resources and equipment to improve its professionalism and confidence, as well as allowing it to operate within an accountable and democratic framework of the State. This makes security sector transformation in Iraq a pre-condition for peaceful transition and long-term stability albeit challenging.

Insecurity and Injustice are key drivers of conflict and fragility in Iraq, and they reinforce renewed cycles of violence and instability. Left unaddressed, these problems could derail Iraq's post-ISIL transition to durable peace, reinforcing insecurity, legacy of ethno-sectarian divisions and perpetuation of violence against the civilian population. In this regard, improving state security and justice provision together with reasonable delivery of these services to returnee populations and the rest of Iraq will be a key determiner to the country's transition to peace and stability. Similarly, while structural stability aspects such as rebuilding ISIL destroyed infrastructure is an immediate priority, restoring reasonable security and justice service provision remain a necessary pre-condition for safe returns and reintegration of IDPs. Further, without careful management, short-term attempts to stabilize liberated areas could compound Iraq's post-ISIL challenges with long-term negative consequences.

Within this context, the question of *how to provide security* is ultimately connected with questions of whose security is being prioritized and protected, who provides it and how/which stakeholders (internal and external) support its development or reform? In line UNDP notes that within the Government of Iraq's (GoI) broader Security Sector Reform (SSR) efforts it is important to ensure that transformation is targeting not only technical reforms), but are also empowering the citizenry to play an active role in shaping more responsive and accountable security and justice institutions and service delivery for the long-term. In this regard, UNDP recognizes that in Iraq a significant investment must be made to put in place a comprehensive and nuanced policy and practice to security sector transformation. It involves efforts to improve state security and justice provision (i.e. policy) and also to demonstrate tangible action on the ground for reasonable delivery of these services (i.e. practice) to local populations.

In outline, the best safeguard of Iraq's future stability is its ability to guarantee the rule of law through reasonable access to security and justice service provision in post-ISIL Iraq. Some possibilities for genuine progress remain as a result of the positive steps taken by the Government and its agencies. These steps include most notably on-going stabilization, recovery and reconstruction efforts in the newly liberated areas; promulgation of the GoI National Security Strategy (NSS): endorsement of the Security Sector Reform Programme (SSRP)² and the Government's on-going efforts to put in place an appropriate modality for its effective implementation; and efforts by some institutions, such as the Ministry of Interior (MoI) and the Higher Judicial Council (HJC) on institutional transformation for improved security and justice service delivery including efforts to develop a Civilian and Local Policing Road Map and related Criminal Justice Systems.

Denmark is a long time partner of UNDP and in 2015 -2017 provided 6 million DKK to UNDP - Iraq's *Support to Security Reform Programme* of work. It allowed UNDP to establish a progressive joint partnership with the Office of the National Security Officer (ONSA) to promote and support a more balanced and complementary approach to Security Sector Transformation in Iraq. Emphasis was on supporting GoI to improve state security and justice provision for better security and stronger public trust in state capacity to maintain security from day-to-day public safety to combating serious crime. Similarly, the project also invested in civil society to play an active role in security sector governance by providing a supporting

² Formerly referred to as the Security Sector Reform Strategy (SSRS): the change in title reflects the move from planning to implementation.

environment to initially engage with national policy makers. Overall the project facilitated an environment of trust and collaboration amongst national policy makers; between policy makers and Iraqi civil society; and between national policy makers and international partners to make a meaningful contribution to the GoI Security Sector Reform efforts. (Please also see Annex Project Document *Support to Security Sector Reform (Phase III)*)

Looking forward, UNDP is seeking to continue to assist the Government and also making the most of international partner support, building on the Government's commitment to accelerate its Security Sector Reform efforts. There is a real opportunity for genuine progress to be made in the successful implementation of the Iraq's Security Sector Reform Programme (SSRP) in the months to come.

The next phase of UNDP's *Support to Security Sector Reform* engagement therefore will assist the GoI in transforming the SSRP to action. Overall it seeks to support the Government and relevant security and justice institutions/agencies to implement the SSRP under one central government framework - ONSA. Moreover, the overall work is informed by the learnings and good practice from UNDP's on going work in this sphere since 2015.

In sum UNDP's programme of work in the coming year (i.e. 2018) will include a multi-pronged approach. *First*, it will involve providing on-going advice and assistance to ONSA and relevant Institutions to transform SSRP from policy to action with a view to improving security and justice service delivery in post ISIL-Iraq. *Second*, the initiative will also assist ONSA and aligned institutions, such as the Ministry of Interior (MoI), Higher Judicial Council (HJC), Ministry of Justice (MoJ) and the Parliamentary Security and Defence Committee (SDC) to undertake relevant cross-cutting system activities both at national and local levels to demonstrate GoI reform intentions on the ground. (i.e. Local and Civilian Policing, Criminal Justice Systems and Democratic Governance and Oversight) The programme of work will also contribute in developing collaborative partnerships between government and civil society actors to improve security and justice service delivery at local level. Similarly, in-line with the *UN Security Council Resolution 1325 on Women, Peace and Security*, the project will also aim to include greater participation of women as much as possible.

The programme of work in the coming year therefore, will serve as a critical enabler to put in place a comprehensive approach to Security Sector Transformation in Iraq at this critical phase of the SSRP implementation, that balances both the requirements for sound policy and practice to improve and ensure reasonable security and justice service provision in Post - ISIL Iraq.

PSED Results framework

The objective of the development cooperation among the parties is Thematic Objective C (Community Security and Governance) from the Regional Stabilisation Programme for Syria-Iraq. The thematic objective relating to community security and governance is: *Community security strengthened and inclusive governance promoted by moderate actors in Syria and the GoI in Iraq.*

The Danish Ministry concerned (Danish Ministry of Defence and Danish Ministry of Foreign Affairs) will base the actual support on progress attained in the implementation of the engagement as described in the documentation. Progress will be measured through the UNDP - Iraq's monitoring framework.

For Danish reporting purposes the following key outcome and output indicators have been selected to document progress:

Outcome	Overall, Outcome is informed by the long-term view set out in UNDP Country Programme 2016-2020 and more specifically, <i>Targeted Government Institution</i>
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		<i>Capacities Strengthened for Accountability, Transparency, and Provision of Equitable and Quality services and Citizen Expectations for Voice, Development, The Rule of Law and Accountability are met by Stronger Systems of Democratic Governance</i>	
Outcome indicator		Type and nature of improved security and justice institutional capacities that contributes to stronger systems of democratic governance. % of people that feel their expectations for accountable, transparent and quality security and justice services have met.	
Baseline	Year	2017	No priority areas for security and justice institutional strengthening identified A Government endorsed and led Security Sector Reform Programme (SSRP) is in place to guide the identification of the priority areas. People at large feel that their expectations for accountable, transparent and quality security and justice services have not being met.
Target	Year	2018	Prioritised areas for security and justice sector institutional level transformation identified. Targeted government security and justice institutions have initiated the implementation of their plans for institutional transformation. Improved feelings of safety and security amongst target populations both in terms of quality of service delivery and access to security and justice services.

Output 1		Implementation model for the National SSR Programme is established and implemented under one central GoI framework.	
Output indicator		SSRP implementation plan developed and refined. SSR High Committee and Sub -Working Groups have necessary capacity to implement and monitor the SSRP. # and type of awareness raising events conducted to inform public about GoI SSR efforts.	
Baseline	Year	2017	SSRP endorsed but implementation mechanisms not in place. Limited capacity amongst SSR Higher Committee and Technical/ Support Committee to implement and monitor the SSRP. 0 GoI led awareness raising initiatives to inform the public about government's SSR efforts.
Target	Year 1	2018	SSRP implementation mechanism in place and operational. SSRP Higher Committee and Technical/ Support Committee have necessary skills to implement and monitor the SSRP.

			One GoI led awareness -raising campaign initiated to inform the public about government's SSR efforts.
Output 2			Civilian and Local Policing Road Map is developed and implemented to address public security and criminal justice requirements at local level.
Output indicator			<p>2.1. MoI Road Map Committee (RMC) has an established platform and leads internal and external consultations successfully to elaborate the Civilian and Local Policing Road Map.</p> <p>2.2. # Civilian and Local Policing Road Map developed by the MoI Road Map Committee (RMC).</p> <p>2.3. % or level of community trust in security and justice service providers (i.e. police and criminal justice authorities).</p> <p>2.4. # Training, mentoring and coaching sessions delivered to police and criminal justice authorities and # of beneficiaries (disaggregated by gender)</p> <p>2.5. # and type of civil society quick impact projects implemented and type/ nature of collaborative partnerships established.</p>
Baseline	Year	2017	<p>2.1 MoI Road Map Committee is established but need expert advice and guidance to develop the Civilian and Local Policing Road Map.</p> <p>2.2 Absence of any form of Civilian and Local Policing Road Map/ Framework to address public security and criminal justice requirements at local level.</p> <p>2.3 Low levels of community trust in security and justice service providers (i.e. police and criminal justice authorities).</p> <p>2.4 Absence of any form of tailor-made training, mentoring and coaching methodology/ model for Iraqi police and criminal justice authorities.</p> <p>2.5 Limited collaboration between CSOs and security and justice sectors to improve safer communities at local level.</p>
Target	Year 1	2018	<p>2.1 MoI Road Map Committee has successfully led the Civilian and Local Police Road Map elaboration.</p> <p>2.2 Civilian and Local Policing Road Map endorsed and operational.</p> <p>2.3 Improved community trust in security and justice providers and demonstrated through joint collaborations to enhance community safety and local level.</p> <p>2.4 8-10 training and mentoring sessions on KLP delivered to Iraqi Civilian Police and trainees are using their newly acquired skills in the operational context.</p>

			<p>2.4 At least 20 KLP TOT trainees are delivering KLP courses to their peers.</p> <p>2.5 Implemented 10 CSO led quick impact projects to improve police - public relations.</p>
Output 3			Parliamentary Security and Defence Committee and Civil Society play an active role in oversight of Security Sector Governance in Iraq.
Output indicator			<p>3.1 The SDC committee provides oversight of the SSRP through public hearings.</p> <p>3.2 # and type of public hearings conducted and, # and type of recommendations (resulting from the hearings) submitted by the SDC to SSRP High Committee.</p> <p>3.3 Nature and level of collaboration between the SDC and civil society on security sector governance.</p> <p>3.4 # and type of public perception surveys conducted to gauge safety and security at local level.</p>
Baseline	Year	2017	<p>3.1 The SDC provides no oversight role in the SSRP implementation.</p> <p>3.2 0 Public hearings held on security sector governance.</p> <p>3.3 Limited opportunities for the SDC and civil society to collaborate on security sector governance.</p> <p>3.4 0 Public perception surveys conducted to gauge local safety and security in post- ISIL Iraq.</p>
Target	Year 1	2018	<p>3.1 SDC provides oversight role in the SSRP implementation and improved SDC and civil society collaboration in oversight aspects.</p> <p>3.2 At least 3 public hearings conducted by SDC with recommendations to improve security sector governance and oversight in joint collaboration with civil society</p> <p>3.3 SDC and civil society are collaborating successfully to conduct public hearings</p> <p>3.4 One public perception survey conducted to gauge local safety and security in post ISIL -Iraq.</p>

Please also see UNDP Project Document *Support to Security Sector Reform (Phase III) Annex Log Frame*.

Risk management

Due to the volatile political and security situation in Iraq, it is expected that UNDP Iraq and the Danish stabilisation advisor for Iraq keep close contact on program implementation. Also, challenges to programme implementation must be taken up in the Steering Committee for the project.

The attached Project Document *Support to Security Sector Reform (Phase III)* include a detailed Risk Log. Which which will be an active tool for UNDP during programme implementation.

Inputs/budget

The Steering Committee of the Danish Peace and Stabilisation Fund has agreed to contribute eleven million three hundred fifty thousand DKK (11.3500.000 DKK) to UNDP Iraq in one tranche as an unearmarked contribution to the project *Support to Security Sector Reform in Iraq (Phase III)*. However, given UNDP has already secured funding for objective II from the governments of Germany and the United Kingdom, it is expected that the vast majority of the Danish contribution will be allocated to objective I and III. Based on the confirmed donor contributions to date the annual budget for 2018 for the SSR programme of work is: USD 3,742,395.03. Based on the confirmed donor contributions to-date the total confirmed annual budget for 2018 include the following: Germany USD 1,453,172.70; United Kingdom USD 485,111.33; and Denmark USD 1,807,111.

Management arrangement

The parties have agreed to the following management arrangement with the aim to ensure adequate dialogue and timely decisions in regard to this development engagement.

UNDP will utilize the funds disbursed by the Government of Denmark for the implementation of the project *Support to Security Sector Reform (Phase III)* in strict adherence to the management arrangement that is outlined in the Grant Agreement. This project will be directly implemented (DIM) by UNDP - Iraq in consultation with the project's beneficiaries, the donor and other project partners. UNDP- Iraq will also establish a Programme Steering Committee to ensure overall efficient management of the project. The Committee will be headed by the Programme Manager and will include the UNDP project team, a representative from the Danish Ministry of Foreign Affairs as the donor and representatives from project's implementing partners where necessary.

Financial Management

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures. The financial management will follow the rules and regulations of the UNDP. Changes to the overall budget need approval from the Programme Steering Committee.

Any interest accrued on outstanding balances will be used to supplement funds available to execute the actual projects in Iraq. Funds not utilised or committed by 31 December 2018 will be returned to the Danish MFA/MoD.

Monitoring and Evaluation

UNDP will take primary responsibility for monitoring and reporting on the performance of projects supported by the Danish grant, alongside contributions from other donors, in line with the arrangements set out in the UN Rules of Regulations. UNDP will provide quarterly progress reports to record progress against outputs and financial performance. This will be supplemented by a final narrative and interim financial report due three months after the end of the programme. Moreover, UNPD will provide the donor a certified financial statement to be submitted no later than 30 June 2019. UNDP will monitor risks and lessons learned on a continuous basis. Last, UNDP Iraq might be requested to assist in the reporting to the

Steering Committee of the Danish Peace and Stabilisation Fund, responsible for the funding of this programme.

In view of the sensitive nature of the engagement and the complex political reality in Iraq, it is expected that a high degree of dialogue and interaction between Denmark and UNDP will take place.

In addition, the Danish MFA shall have the right to carry out any technical or financial mission that is considered necessary to monitor the implementation of the programme. After the termination of the support, the Danish MFA reserves the right to carry out evaluation in accordance with this article.

Prerequisites

None

Signatures



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14 Dec 2017



Ministry of Foreign Affairs, Denmark